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PROCEEDINGS

SPECIAL STUDY INSTITUTE
for
ADMINISTRATORS OF SPECIAL EDUCATION

October 30 - November 3, 1967
HOTEL SENATOR
Sacramento, California

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UNIVERSITY OF SOUTHERN CALIFORNIA - SCHOOL OF EDUCATION

EC003537E

To the Participants of the Special Study
Institute for Administrators of Special
Education, October 30 - November 3, 1967
Hotel Senator, Sacramento, California

We are happy to send you this copy of the proceedings of the conference. The papers included here have been edited and revised by their authors from the transcriptions of their speeches.

Since this conference contained much of lasting importance as well as material of immediate use, it is hoped that this proceedings will continue to provide you and your staff with ideas and inspiration in your further planning for the education of handicapped children.

Robert B. McIntyre, Ph.D.
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Director, Instructional Materials Center
for Special Education
University of Southern California

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Los Angeles, California, 1968

TABLE OF CONTENTS

KEYNOTE ADDRESS

"You Were Never Promised a Garden of Roses"
Horace Mann 1

STATE FINANCE

State Financial Picture
Edwin H. Harper 13
State School Building Aids for Exceptional Children
Paul I. Hoyenga 14
State Financial Picture
Marion B. Sloss 16

STATE LEGISLATION

Statement on New Compulsory School Attendance Law
Francis W. Doyle 18
Legislative Changes in Mentally Gifted Minor Program
Paul D. Plowman 19
State Legislation
Leroy F. Greene 23
Future of Special Education
March K. Fong 25
New Legislation: ESEA Title VI, Federal Assistance to Programs for the Handicapped
Arthur E. Phelan 30
CEC Study on State Legislation
Paul Ackerman 35

CURRICULUM AND PROGRAM PLANNING

Curriculum
Charles W. Watson 39
Leadership in Program Planning
Chester A. Taft 44
Curriculum and Program Planning
Robert A. Naslund 50
Changes in Curriculum and Program Planning
Carl W. Lappin 56
Behavior Shaping
Frank Hewett 65

CURRICULUM AND PROGRAM PLANNING

Preschool Programming for Handicapped Children
Adah-Marie Miller 71
Curriculum Planning for the Mentally Retarded
Fred M. Hanson 77
Implementing Experimental Curriculums in Local District Programs
Wayne D. Lance 81
Curriculum
Melton Martinson 84
Curriculum Development for Exceptional Children
George Sheperd 86
Young MR Curriculum
Barbara Bateman 89

STATE, COUNTY, COMMUNITY RESOURCES

State Colleges as Resource for Special Education Administrators
Harry Wall 93
Use of State and County Resources
Willard Abraham 97
State Resources for Exceptional Children
Gordon Hayes 103
State and County Resources
Mort Herz 108
State and County Resources
Milton Miklas 109
State and County Resources
Tom Murdoch 111
State and County Resources
J. Allan Simmons 114
The Future and the Need for Communication between Community Agencies
Larry A. Faas 116
Community Resources
Floyd Baribeau 119
Community Resources
David W. Martin 122

SPECIAL EDUCATION ADMINISTRATION

New Roles in Special Education Administration
Robert A. Henderson 127
National Scene in Administration of Special Education
Martin J. Dean 136

RECRUITMENT PROBLEMS AND TRAINING OF PERSONNEL

Teacher Recruitment Problems in Special Education
Keith A. Hunsaker 145
Recruitment Problems
Calvin C. Nelson 148
Recruitment Problems
Leo Buscaglia 150

RECRUITMENT PROBLEMS AND TRAINING OF PERSONNEL CONTINUED

Training Personnel - Credential Requirements
Joseph S. Lerner 153
Special Education Credentialing - An Exercise in Futility
Calvin C. Nelson 158
Training Personnel - Credential Requirements
Eileen Jackson 159
The California Credential Structure as it Applies to the Certification of Teachers of Special Education
Sylvia Eagan 164

BANQUET ADDRESS

New Developments and Trends
James O. Smith 176

"YOU WERE NEVER PROMISED A GARDEN OF ROSES"

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State College University
Buffalo, New York

In presenting my thoughts on special education administration, I would like to speak on four major focuses: (1) a moment of philosophy on special education; (2) the history of our lives in the general gestalt of our national and local community; (3) a little on the present where we seem to be; and (4) my personal belief that we individuals can, by our energy and efforts and commitment, make a serious difference in the way youngsters grow and develop, the way people are, and the programs that we run - or simply, that the world is our "oyster."

To establish a frame of reference within which our commitment falls, let me use a fulcrum or seesaw concept of what special education is about. This concept can describe, on the left, what you bring, the distance from society, the kind of job in between, and what the demands of you are on the right. In a sense, our society will tell you that if you have a 90-110 I.Q., good social maturity, come from a nondisadvantaged home, and don't poke your wife in the morning as you leave after breakfast, all those things are all right. But the assumption is that were we to calibrate from 1 to 100 the individuals who cause these modicums of stability in terms of intellectual, social, physical, and other factors, all people would find some success in life, as we know it.

Now, let us look at a bit of history for a moment. I refer to the "winters of our discontent" and there have been many and I think they started in the thirties and they moved on and on and on. Everyone that talks about special education talks about special letters as if it's a very new thing, and I suppose relatively and comparatively it is. But it is not new; it is long standing. It's an old thing that's happening and we've got to stop thinking that it's just a novice, new profession, like the winters of our discontent. There has always been a shortage of personnel; there have been shortages of dollars; there have been shortages of space (the space that was given has often been in the basement). There have been shortage problems all the way along the line of quality and support. I think that it still continues in many, many ways. The winters of our discontent were indeed the concept that there was too little support to do what we conceptually felt was important and urgently needed to be done.

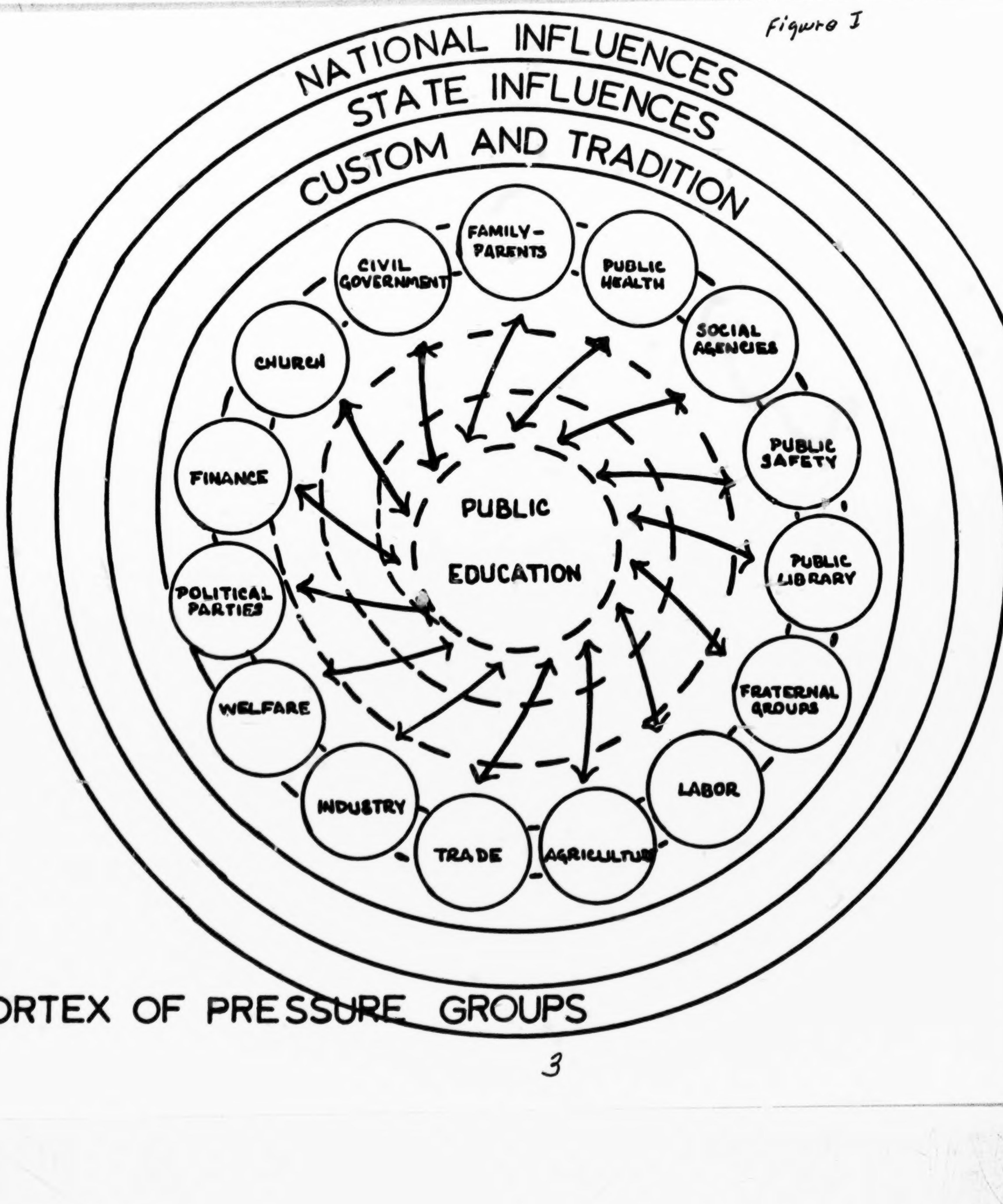
Now, the major fear, I think, throughout the country in the early years, the depression years, the 40's and 50's was that America was willing to spend its money primarily for guns but not enough for butter. I think that was true in the doctrinaire liberal stands. It's been true today in many of our faculties who keep yelling "Oh yeah, they're going to spend a lot of money on this but they'll never spend it on welfare programs," and I think we're faced with some of that problem now.

Some of the other things that I want to focus on that have to do with a bit of history are those overwhelming pressures and expectancies for schools to be all things to all men in a world unsettled and changing - to turn out innovators, artisans, leaders, doctors, and lawyers (Figure 1). The schools have been asked to do this and I just focused on this chart for a moment, the kinds of pressures that schools face from varieties of social services, from varieties of institutions in our communities. They are indeed at the vortex of these conflicting pressures and that has quite a good deal of relevance to the kind of timidity, I suspect, that schools operate from.

One of the things that you could well write across this entire outline for what schools are being asked to do are two words - *fix it*. In other words, when something is wrong the sole institution in our communities that is being asked to do something about it are schools. That's exciting and challenging but it creates a tremendous dilemma for us because the life demands of schools far exceed our capability of doing some of the things and the fulcrum of schools at certain points in history is way, way to the left. Schools themselves become prone to failure in the performance and in the achievement of the kinds of things which societies are asking to do. Not just here, but all over the world; it's particularly true in America where we are most receptive and susceptible to the kinds of pressures that communities bring. That's one of our things that are important.

Now, amid this heavy demand that's being made on schools, there is a *zeitgeist*, or climate, if you will, within which schools have had to operate. In other words, it is not only that the life demands have been high on us but the zeitgeist in which they have been asked has militated against their achievement. For example, in 1925, 1948, 1946 and even as recently as Project Talent, emanating under Flanagan's work in Pittsburg, we find that, when high school youngsters are asked which profession they would like to go into, teaching is still pretty much at the bottom of the list. Now that's behavioral evidence to us, or should be, of a status schools have or teaching has in the eyes of many youngsters choosing vocations. I don't know what better testimony one would have to the role schools play in a community than whether or not their best people go to them. You know, in the medieval days, people went into the church because it was the thing that was honored the most and where people do not select or elect to go into teaching, something has to be said about the climate of the nation. In addition to that, we talk professionalism until we're blue in the face. I think we've got to accept that professionalism is not something you get a student to say on a paper, "Yes, I am professional." It comes when you're rich in your experience; it comes when you've been long established. It is

Figure I



NATIONAL INFLUENCES
STATE INFLUENCES
CUSTOM AND TRADITION
FAMILY-PARENTS
PUBLIC HEALTH
SOCIAL AGENCIES
PUBLIC SAFETY
PUBLIC LIBRARY
FRATERNAL GROUPS
LABOR
AGRICULTURE
TRADE
INDUSTRY
WELFARE
POLITICAL PARTIES
FINANCE
CHURCH
CIVIL GOVERNMENT
PUBLIC EDUCATION

VORTEX OF PRESSURE GROUPS

almost an establishment technique to keep things as they are. Young people are not professional; I was not professional when I got out of school. They were lucky I was honest, probably, and I say that in the best sense. You must not expect young people to come full blown to the professionalism that you and I might have as we stand long in the field. We know that legislative press is important; we know that worrying about how to present a paper to a legislator is important. School people do not know that when they come into the classroom. They are busy with other things and so, while it is important to think professionally and to orient and set a climate of professionalism, please really understand that it is a gradient of expectancy. If you mean that we have professionals in our work, then the question has to be asked, "What behavior testifies that people are being treated as professionals?" The evidence is against us. Teachers are still on lunchroom duty throughout this nation, they are still collecting milk money throughout this nation, they are riding on buses with children or helping children line up to get on buses still. The teacher is generally derogated in the literature that you well know. We had such books as *Lollipops versus Learning*, *Quackery in the Public Schools*, *The Educational Wastelands*, *Our Schools and their Four Grievious Faults*, and so on; all of which have derogated teacher preparation, have derogated the role of teachers in the schools and have set a tonal climate against school authority which the young have been very prone to pick up, and so what you do get in that climate or zeitgeist, is an inability to achieve within schools.

Now, what are some of the parts of the present. Well, there is the Great Society. There's too little of it and if you ask what should be done, tremendous more infusions of dollars have to go into it. They read Harrington in *The Other America*, believed him and fooled us - guns *and* butter at last! Whether we can sustain this or not, Lord knows; I don't really know. But at least, we did get the chance to prove that if we had the butter and the guns we could make a new society, if you will, whether you call it Wilson's New Freedom back in 1913 and 1914 or you call it Roosevelt's National Recovery, the idea was right.

We had a new chance to do something, but I think, as with all things, we were caught with our professional pants down. We didn't have the programs we screamed so hard for when necessary to correct the ills. It's very easy to go to the legislature and say to them, "We need this, this, this, and this." They give it to you and you turn around and try to implement the plan and you find that because you didn't really believe they would do it, you have no plan to submit to make a real marked difference in what was happening. That's happened in many communities and so what happens is the very condemnation that we see throughout the country about the proverty program. Everybody has scurried around with new programs. A democracy is that way. Fortunately, we have a lot of competing programs; that's not unfortunate. Fortunately, there is overlap because something good will come of it, but if we start from a one-way track to solve all of the problems which are complex and divergent and diverse and diffused, you are not likely to pick up all of the nuances, which as you later unfold them, have to be corrected. There is proliferation in the poverty program - no question. Whether or not we had our programs ready for the dollars, whether or not we knew exactly where we were going, whether or not we had the personnel, it is unlikely that we would not have had all of the kinds of criticisms that were coming. The truth of the matter is we're never ready for them for other reasons, and we'll talk about those in a few moments.

Now, what are the inexorables in the zeitgeists which support and retard solutions? In other words, what is there in our climate of life in State Departments, in schools, in the whole educational institutional foundation, that yields excitement to growth and what is it that retards it? Establishment life continues, you know: education is called the big establishment by those who are anti-establishment people and it's a good thing it exists. It's like the civil servants; you can have Mr. Reagan or Mr. Rockefeller, you can have Romney or what have you, the civil servant remains and he knows full well that while there may be innovations made, the major portion of life is going to continue because that's the body of substance within the operation, and I think it is only if that does continue, that the divergent thinkers are able to operate. Divergent people don't like the existence of the establishment. They assail it; but if it weren't for the fact that it existed and went on, they would not be able to do the divergent things they have to do. It's like Europe being able to be very cavalier at this point about Russian threats or Communist threats; they can do that quite easily because they are protected, presumably, by what we conventionally call a nuclear umbrella. I'm suggesting it's out of the strength of the organization that divergence can happen and spontaneity made possible. At the same time, the weakness is inherent in the fact that the educational establishment is big, massive, continuing, habituated, and so, with the strength, can be the suffocation of creativity or spontaneity or divergence, but please understand establishment in life is not because you label it such a bad thing.

Persistence of shortages - you know, all the money that's been poured into special education every year, but we're short of personnel. We did not have the money if we weren't and you haven't got the programs to run them. Now once you develop the programs you cannot suddenly expect the personnel to appear. You've got to allow some lead time; it takes years to train people. And every time we come to these meetings, everyone of us is turning around and saying, "I can't get personnel; I don't know what our program is going to do." You can't have it both ways; you can't ask the federal government on the basis of shortages of personnel, to give you money to develop personnel and then turn around to the government and say, "God Almighty, I don't know where the quality is." They're giving us the money to do the job that will increase and enhance and I don't think it is a bad thing. I'm sorry to disagree in part with those who say that quality is the key to American education. Yes, it is the key but quality is few by definition; you cannot get quality in everybody and the key to American education is probably going to lie in how we bring quality into mass education, and that means on the college level. No one has to worry if you screen out the college students who can't make it - can't make what? If you change the rules of the game, as we did when we had to recruit large numbers of people into the service, you suddenly found your standard lower and lower. The war was won and the question one has to raise is, "If we keep on screening out on limited criteria, are we going to find that we're going to be suspect about modifying our management of what is going to be needed in the years ahead?" We are not going to have enough personnel in the social service areas as these programs develop. There is going to be more Medicare, Medicaid - all of the social services that other democracies in the world have and it will make a demand on personnel that are going into your field and mine and we better find other ways of doing our training and identifying quality that is necessary for certain kinds of tasks. And let's get out of the idea that it is a one-track, one-way achievement package. We keep students out of school because their score doesn't make it, and it's usually done by testers in the colleges who write articles against the use of scores.

What do I mean by the style of life of men who are caught in the vortex of decision making from conflicting pressures that are outside of their regular tasks (Figure 1)? You and I have not been trained as we came through college to deal with the schoolman who is coming in or the legislator who is coming to press you or the industrialist. Most administrators are not. We are given all of the gimmicks and gadgets of how to come to decision making - very important, but I think we don't have the *savoir-faire* in our training programs which helps us deal with the kinds of conflicting pressures that come to us. Now where you have pressures that come from an outerdirected sense, you are faced as an administrative person, on having to compromise with too little for too many. Out of those compromises you often become very sensitized to the complex, multiplex problems and needs that people have, because you cannot nourish every person equally; because you cannot do that, you are often viewed as timid, overcompromising, jellyfish, if you will, and weak-kneed. Now a good administrator has got to have the inner strength to understand or he can't go on; he has nothing left. When you compromise for many years, you often do become timid because of experience. Having moved in direction A, it's obvious after three or four years you should have gone in direction B. It makes you wary and these are one of the unyielding things that happen in the inner climate of an individual who administers. One of the exciting things about it, I think, was brought out when Eric Hoffa was asked by Eric Severeid, "Who should be in charge, you know, of the world? The intellectuals?" He said, "No, no, no. Intellectuals are all wrong; never give them power." He's right. Intellectuals who are committed to a point of view are purists most of the time and they want what they want when they want it and they want it right down the line. What happens, of course, when you get other intellectuals with competing points of view, who want it one, two, three, somebody in the middle has got to say, "Well, just a moment, maybe we should try to blend." Compromisers have often looked like timid people and may indeed become so out of the nature of their work; these kinds of things are part of what we're living with and have to be understood as we move forward to new and different programs.

Is there any light at the end of the tunnel? What we have is a demand for quick return on investment in a milieu requiring delayed gratification - the federal "Jewish Mother" versus the "Calvinistic Father." The federal government feels it has been very generous and has invested heavily. They want now a return on that investment and they want it fully and quickly. What's happened, of course, is we've sold ourselves down the river to get that first dollar check from them. Sargent Shriver has promised within a year or two poverty would be licked in America with the investment we made. Now we're caught in our own sloganeering; that's how you sell the world, you know. McLuhan is partly right in this, and he's right that you do get massaged with it. You're caught in two kinds of things: a very generous Jewish mother and a fairly Calvinistic orientation of a taxpayer and his representative in Washington who want quick return and want to finally, watch very carefully, after they've made this investment, where the dollars have gone and where they are going. It's a terrible conflict for the legislator; you have something going for you that no other part of education has got. You've got the credentials of difference. Where could a legislator resist a retarded child or a crippled child? Now those credentials of difference allow a lot of entrees but they also must mean tighter ethical responsibility for the way we spend that money and organize it and plan for it, which takes more than some of us can manage at times.

The dangers in failure to meet the current national and state commitments lead to devaluation of self, breaking of confidence, and not wanting to reach out and try new things. This is what happens to retarded children when you give them new tasks; they're so frightened, so anxious about failure that they don't go in that direction because they are afraid that it will confirm again the failure of their lives. And indeed, that happens, so they break their pencils when you want them to draw something or they suddenly can't move, have terrible headaches, or lie down. What happens to us who get into this vice of devaluation is we begin to scapegoat - the governors, the students, our neighbor who is teaching poorly - but rarely ourselves. We become outer-directed, and instead of introspection, we move out to attack rather than looking at oneself to explore better and new ways to handle what is.

What are the tasks that remain? There are many "Everests to climb" and climb them we must. A moment's glance at retardation alone (Appendix A) shows what kinds of things are needed to resolve what has happened in our communities because retarded children exist, and what we have to nourish these things that would wash out problems in retardation. This creates a broad construct around which to think through the teacher-preparing function for our graduate interns so that as they get out as leadership personnel in the field, they would come to understand in their internship that a diagnostic, preventive, rehabilitation focus in these settings was available in this community.

Can we win? The three things that come to mind I take from Eric Fromm, *The Art of Loving*. He focuses on three aspects of mastery - how does one master an art? He talks of it as love; he believes just as we all do that you don't give teachers techniques and methods without theory and he gives a whole package before the end of his book on the theory that links to this: three aspects - discipline, concentration, and patience.

Discipline. He talks of discipline not in the Western culture sense but in the Eastern sense. This comes from Zen and other Eastern philosophers and is packaged very well and nicely for Western audiences particularly. The difficulties in discipline in the usual Western concept is that when you get together with one another, somebody else has to bring some control over you, rather than you bringing control over yourself. So when you get together and see teachers the first thing they say is "How can I discipline my kids?" and you have conferences and institutes on that. What Fromm is asking instead, is some internal control over yourself - it is crucial to our operation. The true nature of it is again an Eastern concept of agreeableness. When you discipline yourself this is known in psychology as projection. The Eastern concept wants to get into you the feeling, when you've broken something that you've agreed to establish for yourself, the inner feeling of defeat - not just guilt. This is very important as a concept. Get something in you that you don't want to violate as a point of view for yourself. The possible guides to use - organize your day as you would organize it, not as you have others organize it. Organize a piece of your day around something which is peculiarly yours that you want and believe in; not what someone has told you to do. It brings some sense of order, some obligation to something that is beyond you which can help to make for exhilaration.

Concentration. The culture leads to an unconcentrated and diffused mode of life. We read, listen to the radio, eat, talk, smoke all at once. When you're asked to concentrate on something, it's almost an untenable thing. Everything in our society militates against a concentrated attention to life and in order to master anything, - anything is going to require intense concentration. People have a false notion that if you concentrate hard, you get very tired, but it's the fatigue that comes from an energy output, not a dissipation output, and there is a difference. There's a feeling that something good has happened and that's important. I think this is what Fromm is hoping.

Patience. The society is geared to adequacy, speed, and results. If you don't have the patience for this kind of thing - for mastery - you are not going to make it. If you have watched youngsters walk, they get up, they fall down, they get up and they try again and again and again. If we could just remember that it is not a day accomplishment, that good big problems take good big time to resolve, it could make a difference in the way we operate.

The irony of all these three things is the hippies that we talk about: they think by passing out flowers that they are going to master love. The irony is if love is something that has to be worked for with discipline, concentration and patience, then passing out flowers aimlessly to anyone in the most passive, I-love-you sense, violates the very thing we've learned over the many years - that only out of really hard work and commitment, can come a reality of love. It is not a shortage of love in the world; it is the things that are done in the name of love that is the problem.

What are the models of excellence in pursuit of our goals? In your public relations concentrate on person to person contacts, and not the mimeographed memos to your people. We must not just gloss over the life of problems that people bring. On budget and finance, concentrate on overall quality versus "paper clip" management. If you have a broad spectrum of policy line that you need to hold, you can keep everything else pretty well in line. On policy and personnel, recruit wisely and widely, stick to principles versus minutiae, and be public with your rationales for decisions that affect people and program! Do not be afraid to spell out your integrity by telling people why you acted the way you did; when you take action and direction, people should know why you did it publicly. If you mean the decision rightly, stick by it and defend it to your faculties and staff; it is only then that they can come to grips with who you are. We all have perceptions which are at variance with what is.

Remember:

> *Though "we never promised you a garden of roses,"*
> *gardens if they are to bloom at all, must be tended*
> *by people! You are needed and indeed, are chosen!*

A MOMENTS GLANCE AT RETARDATION
Appendix A

"Everests" to Climb

Peaks to be Scaled in an Ideal Community Program (Illustrative)	What Do We Have (Illustrative)	What Do We Need (Illustrative)
PREVENTION		
Adequate obstetrical care	Physicians; clinics; hospitals; Visiting Nurses Association	Pre-natal care earlier pregnancy - all mothers
Adequate supervision of newborn	Refresher courses Medical School, Social Work and Nursing	Greater use of diagnostic technique for early discovery of anomalies
Adequate supervision of health in early childhood	Well-child clinics; mothers' classes; private medical care	More effective methods encouraging regular medical exams in early childhood
CASE FINDING		
Adequate supply of physicians, psychologists; hospitals; clinics; health and social agencies; schools and nursery schools	Rehabilitation Center; Guidance Center; Psychological Clinic; Health Department	Expanded diagnostic facilities; adequate budget for local schools; informed professional group of responsibility for referral and follow-up
DIAGNOSIS		
"Team Approach" in complete evaluation of the child; a center offering complete diagnosis; management of each by professional competent person	Rehabilitation Center	Provision of emergencies and in-patient services; more follow-up with children and families
TRAINING AND EDUCATION *Pre-school child (infants to 6)*		
Social experience with other children; Opportunity for parents to share problems with others; Resources for some relief for parents from 24-hr care;	Parent organizations AHRC	Pre-school age groups in several locations throughout the county where training is available; Nursery school and day care facilities for the mentally handicapped child;

(Training and Education, Pre-school child, cont'd)

A program for the custodial child (25 and below) too limited to be accepted into a normal nursery or preschool program; A home training program to assist parents in management of child in home		Home training program for mentally handicapped children and their parents; Acceptance of handicapped children by a few day care centers
School years *(for the educable - 50-75)* Provide special classes with a modified curriculum emphasizing the practical and concrete aspects of citizenship in family and community and preparing child for work	State legislation and appropriations to assist public schools with special education	Additional number of classes for the educable in every area of the county
(for the trainable - 49-25) Training and education in which self-care and social training are stressed with opportunities for the development of simple occupational classes; A program for the trainable (custodial) too limited to profit from a more formal school program	Permissive legislation for the establishment of classes for the trainable; Private programs for trainable child sponsored by parent groups; Parochial School System	More teachers trained in working with the mentally retarded; Complete evaluation of child for distinction between mental retardation and emotional disturbance; Special classes small enough to facilitate individual attention
HABILITATION, VOCATIONAL TRAINING, AND GUIDANCE		
Programs which include occupational information; Vocational guidance, training and placement; Guidance in social adjustment on job; Supervision on first job; Sheltered and Terminal Workshops for those unable to cope with competitive occupations; Realistic relationships between schooling and vocational program	Sheltered Workshop - Goodwill, Cerebral Palsy Association; Division of Vocational Rehabilitation; Federal and State Funds available; State Employment Service	Greater acceptance of mentally handicapped persons by employers and employees; Expand sheltered workshop facilities in an integrated fashion; More understanding by parents of child's employment limitations
RECREATION		
Opportunity for all ages, especially school and post school and adult age levels for social	City of Buffalo Pilot Recreation Program for Mentally Handicapped Children;	Community centers-Building Centered Agencies including mentally retarded children in program where

(Recreation, cont'd)

relationships with peers for individual and group development	Scout programs at AHRC	possible; Expansion of public and private recreation programs to include retarded
RELIGIOUS RESOURCES Understanding by the religious leaders of the need for resources of religion by parents; Awareness of need of children for security and sense of belonging	Council of Churches; Social Service; Catholic Charities; Individual clergymen	Greater awareness of parent problems and needs by church leaders; Better planning of religious release time to meet the needs of this group
RESIDENTIAL CARE Facilities for care of the retarded who are totally dependent, who require constant supervision and those whose families can no longer care for them; Precommitment program which includes adequate diagnosis, referral to most appropriate agency, help to parents in participation in planning; Training programs for residents related to capacities; Dismissal plans as an integrated part of intake wherever possible, training personnel for the field	State Schools Private Homes Parochial Homes Department of Mental Hygiene Social Work Staff available only to parents having children under five prior to commitment	Erection of more State and Private Schools, Half Way Houses; Work with parents *before*, *during*, and *after* placement; Continuous assistance to and involvement of parent in plans for child; Better use of community agencies and organizations by the Department of Mental Hygiene in pre-dismissal plans; Education of total community to understand the place and purpose of the institution; Use of facilities for training of students
TRAINING Teaching of child growth and development in curricula of medical students, nurses, social workers, teachers, ministers with attention to understanding and training of the mentally retarded	State Scholarships Increasing relationships between organizations dealing with the mentally retarded and colleges and university to provide field experience and observations for students; Special Education Program at Colleges and Universities	Broader recruitment of personnel through Health Careers Program; Inservice training; Expansion of field and intern experiences
RESEARCH *CITIZEN GROUPS* *COMMUNICATIONS, COORDINATION AND COOPERATION*		

STATE FINANCIAL PICTURE

Edwin H. Harper
Assistant Division Chief, Public School Administration
California State Department of Education

Beginning this year with the passage of Assembly Bill 272, two substantial changes have been made in the method of providing state support for special education. Allowances will now be made on a current basis by collecting the ADA of the special programs for both the first and seconds periods of attendance and then making a flat grant to each district and County Superintendent of Schools on the basis of that attendance. This allowance will be in addition to the basic, equalization aid and supplemental support that is already provided. The excess expense definitions have been removed from the laws and allowances will no longer be provided on that basis. It is expected that this current basis of support will encourage more participation because local funds are not required to support the program completely the first year of operation. The second change is that the structure of support has been improved by placing support for special day classes on a classroom basis. The maximum size of the special day classes for each particular program is prescribed by the State Board of Education. Some changes are currently being made in those prescribed sizes but the changes will not be effective until July 1, 1968. If the size of the class, as maintained, is at least half the prescribed size, the flat grant allowance is on a class basis; if not, it's on the basis of the units of average daily attendance.

The amounts of these flat grant allowances are actually derived from the average excess expense of operating each program as reported on financial reports by the districts and County Superintendents. As many districts obviously spent less than the average, the legislature in effect is saying that program improvement is needed in those districts that spent less than the average, and it is the responsibility of those districts to spend that additional money for program improvement.

In this connection, the State Department of Education has an obligation to keep the legislature informed regarding the expenditure of these funds, and at the end of this year, each district and County Superintendent will be required to make a full reporting of the costs of each special program in which he will indicate the complete expenditures, both direct and indirect, and all the income that is related to that particular program. This data is necessary to determine the flat grant allowances for the future.

As you know, the change to a current basis and the increase in unit allowances requires additional state money. During 1966-67, the legislature set aside in the State School Fund 44 million dollars or $9.63 per ADA of all the pupils in the state to be used for allowances for physically handicapped minors, mentally retarded minors, and the special transportation for those pupils. When we computed the allowances for that year on the basis of excess expense and the maximum allowable expense for each district in the program, it was discovered that 49 million dollars, or 5 million dollars more than the legislature had set aside was needed. This deficit of 5 million dollars was made up at the end of the year by using surplus in the State School Fund not needed for equalization aid. During 1967-68 the legislature has set aside approximately 61 million dollars or $12.85 for every unit of average daily attendance in the state, for these same programs. We have no idea at this time if this 61 million will be sufficient to pay all the allowances requested. My guess is that probably 75 million will be needed and we do not know at this time if a surplus will be left from equalization aid in the State School Fund to make up a deficit in the special education funds. This determination will finally be made in June, although we will have some idea of the possibilities in March after the First Principal Apportionment has been computed.

During 1966-67, 3.7 million dollars or 80¢ per ADA, was set aside to provide for an allowance of $40 per participating pupil in the mentally gifted program, but only 3.2 million was needed. During 1967-68 the legislature has reserved 4.5 million for this program or 96¢ for every unit of ADA in the state. This increase is to cover the new statutory allowances set at $60 per participating pupil and $40 for each pupil identified in this program.

Funds for the educationally handicapped program are not included in the ADA amounts in the State School Fund, but are contained in a special appropriation by the legislature. In 1966-67, 7 1/4 million dollars was reserved in the budget by the legislature and only 5.2 million dollars was needed for this program. During 1967-68, 9 1/4 million has been reserved to provide for the higher allowances in the educationally handicapped program and we expect a considerable expansion in this program at the same time. We anticipate a rather large deficit this year.

This, I think, gives you an idea of the overall financing for special education. There are many technicalities, as you know, in connection with the administration of these apportionments.

STATE SCHOOL BUILDING AIDS FOR EXCEPTIONAL CHILDREN

Paul I. Hoyenga
Local Assistance Officer
California State Department of General Services

My connection with exceptional children programs is through the State School Building Aid Law which includes capital outlay funds for facilities for special education purposes.

For your background information, State financial assistance for exceptional children facilities was first provided in 1946 when the Legislature appropriated $100,000 which was divided among four county superintendents of schools for facilities in which to conduct a pilot program for cerebral palsied children. In 1947 the Legislature appropriated another $500,000 to continue the program. Sixteen school districts participated on a matching basis, with 50% of the total cost of the facilities provided by the State and 50% by the districts.

School building aid for exceptional children, as we know it today, began with the enactment of the State School Building Aid Program in 1952. At that time, those interested in special education prevailed upon the Legislature to set aside, for special education facilities, up to 3 1/2 percent of the total amount of bond funds which were made available for regular school facilities. Only mentally retarded and physically handicapped children were originally included. However, various legislative enactments since have broadened the scope of exceptional children who could receive assistance under this program. At the present time all classes of exceptional children - mentally retarded, trainable mentally retarded, blind, orthopedically handicapped, physically handicapped and the most recent, educationally handicapped - are eligible to receive such assistance.

To be eligible for funds under the State School Building Aid Program for special education purposes, the exceptional children must be identified as to class and number, and the facilities requested by the district, within certain prescribed limitations, must be approved by the Bureau of School Planning, Department of Education.

Repeated efforts have been made almost since the inception of the program to include funds for any school districts in the State that could not finance their own capital facilities for the education of exceptional children. However, until a 1967 amendment - Chapter 1576 (AB338) - the Legislature felt that those districts who have the financial ability should provide their own facilities, and it was necessary for a school district first to be qualified under the regular School Building Aid Program.

Over the last several years there has been a concerted effort for a greater and wider use of the bond funds available for exceptional children facilities. In approximately 1960 a provision was added to the School Building Aid Law whereby a State-aided district could, by contractual arrangement, provide capital facilities for exceptional children from other districts. There was a tuition of approximately $160 per pupil paid to the district conducting the program. Also, because county superintendents of schools are legally obligated to provide facilities for exceptional children from certain smaller elementary districts, it was made possible for them to acquire such facilities through State-aided districts. However, problems arose when there were no State-aided districts in a county or the location of a State-aided district was not convenient. The most recent amendment to the program which was made in 1967 through Chapter 1576 (AB 338) was intended to solve this problem. This legislation provided that a county superintendent of schools could contract with any school district in his county to provide for the capital facilities required for the education of physically handicapped children for whom he was legally responsible. The first application under this program is in process.

Through 1966 and up to the time educationally handicapped children were made eligible under this program, 87% of the facilities provided was for mentally retarded (.1) and trainable mentally retarded (.2) children. The remaining 13% was for the various other types of exceptional children. During the last fiscal year, following the inclusion of educationally handicapped children approximately two years ago, more than $6 million in State aid was provided, with the largest portion being for facilities for the educationally handicapped child.

At of the close of this fiscal year, under this program, approximately $37 million has been provided to impoverished school districts to construct special education facilities. More than 1200 classrooms were built to house approximately 12,000 exceptional children.

In line with the intent of the Legislature to solve the exceptional children problems, there was an amendment to the State School Building Aid Law in 1966. It reserved $35 million of the 1966 State school bond issue for facilities for compensatory education purposes to take care of those disadvantaged children which were affected by they racial disorders, low achievers, etc; e.g., the Watts area of Los Angeles.

STATE FINANCIAL PICTURE

Marion B. Sloss, Chief
Bureau of Administrative Services
California State Department of Education

Attendance is one of the most significant factors in the administration of public school finance. It is the one ingredient through which a public educational agency reports its entitlement for State support. I am hoping that you people regard it as a kind of sacred trust in terms of receiving the State allowances that the Legislature has made available to you.

We are making some rather major strides in simplifying attendance accounting in the regular school programs but we still have not been able to do this for special education programs and there is a reason for it. Programs in special education are so variable that we have not been able to arrive at a common denominator which will apply to all programs equitably.

Program changes in special education are developing at a very rapid pace and we are faced constantly with attempting to interpret lagging statutory provisions both by law and by regulation in terms of these new programs.

During 1967 the Legislature deleted the requirement for expenditure reports on special education and in my thinking this is tremendously significant, because it placed on the local level a complete confidence that the money allocated was going to be spent for special education and for improvement of programs. It is incumbent on all of us to do nothing to jeopardize the confidence that the Legislature placed in us.

We are now involved in a study of some fifteen selected districts and county superintendents of schools. The study is being developed cooperatively between the Division of Public School Administration and the Division of Special Education. The study will attempt to certify that increased support for special education is actually spent for programs. The study is required to be completed by January 8 in time to report to the 1968 session of the Legislature.

I want to take up just briefly some of the specific items the Legislature amended in the 1967 Legislative Session which will require changes in attendance accounting and apportionment for special education.

Number One is a breakdown of what is identified in law as special classes for physically handicapped such as the blind, the deaf, the orthopedically handicapped, and the cerebral palsied. We will now be required to categorically assess apportionment against each special program on a class basis. For these special classes in physically handicapped, the apportionment allowance will be $12,215 per class only limited in terms of class size. Since there is a different class size for each of these identified programs, you will need to keep attendance on this categorical breakdown. You will receive the $12,215 for a class when the average daily attendance is at least one-half of the class size limit. The J-22 P1 provides this categorical classification and you will be required to report your participating pupils and average daily attendance for each one of these classes.

The second change that you will need to be familiar with in your attendance accounting has to do with remedial instructions, which includes learning disability groups for the educationally handicapped. You may now conduct remedial programs for groups up to four students and count one day of attendance for each 60 minutes of instruction for the group. When such groups are comprised of more than four students, attendance will be on the group basis using the divisors of 180, 200, or 240 dependent upon grade level.

One other program change relates to integrated classes. These integrated classes are for the physically and the orally handicapped and up until this year could only be established and operated by school districts. The new law provides that the county superintendent may operate these integrated classes in school districts on a contract basis. The county superintendent will contract with local school districts for the educational programs in regular classes. All of the attendance in these classes is credited to the county school service fund. The county superintendent will pay to the districts of attendance the cost of the regular program but he will collect all of the allowances pertinent thereto. For the purposes of special transportation allowances, integrated classes are considered special classes for physically handicapped for which these transportation allowances are provided.

Integrated classes whether operated by the county superintendent or by school districts must contain the following elements: (1) a properly credentialed teacher, (2) an available resource room, and (3) the teacher has to be available during the full day of the program.

There is a policy trend toward requiring special programs to be full-day programs, and this additional money is intended to carry out this concept. It is my opinion that when the regulations are adopted by the State Board that they will require that a special class for the physically handicapped or the mentally retarded will only be eligible for the full apportionment when it operates the same number of hours that is required for the regular school program.

STATEMENT ON NEW COMPULSORY SCHOOL ATTENDANCE LAW

Francis W. Doyle
Deputy Superintendent; Chief
Division of Special Schools and Services
California State Department of Education

On further study, our legal adviser has issued an opinion that the new law applies to the educable retarded but not to the trainable. Education Code Section 6902 which defines educable retarded minors is silent on any particular age at which such pupils may be enrolled other than to state special education may be provided such minors below compulsory school age and those above compulsory school age and less than 21 years of age.

However, Section 6903 which deals with trainable retarded minors specifically states that special education provisions may be made for these minors who are 8 or more and less than 18 years of age. Thus the compulsory school age of 6 years does not apply.

Perhaps these two sections should be reversed. I believe there is some question whether we should attempt to classify as educable retarded pupils who are six years of age and who may not have had kindergarten, first, and second grade experience. You may want to give some thought to this matter. If the mandate for the education of educable retarded minors should remain at 8 years, perhaps the law should be amended.

LEGISLATIVE CHANGES IN THE MENTALLY GIFTED MINOR PROGRAM

Paul D. Plowman
Consultant in Education of the Mentally Gifted
California State Department of Education

Background

Ten years ago the California State Legislature funded a three-year study of "Educational Programs for Gifted Pupils." The study evaluated 17 different types of programs and 929 pupils. Results clearly demonstrated that "the special provisions made in these programs were beneficial for the gifted . . . ." Participating pupils made striking gains in achievement with accompanying personal and social benefits. Defensible per pupil costs were pegged at $40 for identification and $200 for program costs.

Six years ago the California State Legislature passed a bill which:

1. Defined a "mentally gifted minor;"
2. Provided districts with "excess cost reimbursement" for certain expenses; and
3. Established a consultant service for the program within the State Department of Education.

As a result of this legislation:

1. A mentally gifted minor was defined as a child in the upper two percent of general mental ability of all students at his grade level throughout the state.
2. Reimbursement for both program and identification expenses was limited to $40.
3. New money available to school districts equaled $40 times two percent of the a.d.a. of pupils in kindergarten and in grades 1-12.

Two amazing observations of the past six years are that enrollment in six basic state approved programs grew from 38,000 to 100,000 pupils and educators reported that gifted child programs tended to improve the total educational program of school districts.

Admittedly, the vast majority of children were in the least costly enrichment programs, and a number of these were of questionable value. Some districts simply could do little more than identify the gifted with the $40 - especially if they administered individual intelligence tests in the identification process.

Anticipating increased funding of this program and trying to develop truly worthwhile and defensible provisions for the gifted, districts initially spent an additional $40 per pupil of their own money. Somewhat by an array of other new programs, district contributions began to drop year by year. A number of superintendents were instructed to spend no more than the extra $40 of state money per pupil.

During this time, federal funds were procured to develop and to demonstrate exemplary programs. The resulting project, California Project Talent, was of strategic importance because there were no state funds earmarked to establish demonstration centers. Demonstrations in six school districts showed educators model programs and helped districts develop comparable programs tailored to local resources, talent, and philosophy of education.

A Report of the Assembly Committee on Education, December 30, 1966

A report of the Assembly Committee on Education issued the day before the termination of the three and one-half year California Project Talent, concluded that "programs for mentally gifted minors constitute a vital part of the educational system in California, and should be redesigned and reorganized to stimulate the development of the maximum potential of both students and the programs. Talent development is an important part of any growing and productive state."

The report recommended:

1. That legislation more clearly establish objectives in existing or altered mentally gifted minor programs.
2. That the state increase its support to a maximum of $40 for identification and $200 for programs.
3. That the state establish a system of scholarships for teachers of academically talented students.
4. That certain restrictive provisions of the Education Code be suspended when such action would improve the educational programs of gifted children.
5. That there be created a "Statewide Council on Talent Development."

Special Study of the Mentally Gifted Minor Program

Six months after the report of the Assembly Education Committee, the Division of Special Schools and Services concluded a special study for Senator Teale. Charles Keaster, the Project Director, studied the mentally gifted minor program and submitted 12 basic recommendations. These included recommendations that identification costs be funded at a rate of $50 per pupil and program costs be funded at a rate of $150 per participating pupil. Several of Mr. Keaster's recommendations have already been implemented through State Board and administrative action.

Assembly Bill 272

Although a number of bills on gifted child education were considered during the 1967 Session of the California State Legislature, the only support bill passed was Assembly Bill 272. This bill provided districts with $40 for identification of each mentally gifted minor and $60 for per pupil program costs. Because the intent of the Legislature was to put all special education programs on a current apportionments basis, this was accomplished for the gifted-child education area by administrative action.

Increased amounts were established only for the 1967-68 school year. This has been interpreted by some persons to mean that the Legislature wanted to consider additional data on program and pupil evaluation before considering a higher level of support.

Prior to the passage of Assembly Bill 272 most legislators had not seen the results of the study financed with budget augmentation for the State Department of Education suggested by Senator Teale and approved by joint action of the Assembly and Senate Finance Committees. Recently, copies of this study have been sent to legislators who are appraising financial needs in the area of gifted child education.

Summary

In summary,

1. Assembly Bill 272 made available to school districts $60 for each mentally gifted minor participating in a program for one school year and $40 for each pupil identified as a mentally gifted minor. [Identification funds will be allowed to only those school districts conducting a program for mentally gifted minors.] Statewide, the funding of this program is now based on three percent instead of two percent of the a.d.a. of children in kindergarten and in grades 1-12.

2. Administrative action in carrying out the intent of the Legislature put the mentally gifted minor program on a current regular apportionment basis. This means that districts will no longer have to wait a year and a half for their money.

3. Recent rules and regulations by the State Board of Education have,

    a. Sought to resolve the dilemma of group testing at the secondary level,
    b. Changed the 130 I.Q. requirement to the 98th percentile when individual intelligence tests are used, and
    c. Increased discretionary identification from three percent to five percent of the Mentally Gifted Minors Identified Within a School District.

These rules and regulations also (1) put identification procedures involving a school psychometrist under the direct supervision of a person credentialed as a school psychologist and (2) added science and social science as areas of achievement in which children may qualify at or above the 98th percentile. Previously group test procedures involved a child qualifying at or above the 98th percentile in a test of general mental ability and in an achievement test of reading or arithmetic.

In general, we can say that changes in the mentally gifted minor program this year will have a positive effect on program development. Hopefully, steps taken will lead to levels of support suggested by:

1. The state three-year study, "Educational Programs for Gifted Pupils." (1957-1960)

2. The Assembly Education Committee report dated December 30, 1966 and the Assembly Interim Committee reports, Volume 10, No. 24, "Building Excellence in the Classroom," by the Subcommittee on School Curriculum and Pupil Achievement. (January, 1967)

3 The study conducted by Charles Keaster (June 30, 1967) for the Division of Special Schools and Services with funds provided by Senator Teale.

Additional support is necessary to finance programs which involve more than buying a few extra books and providing interesting discussions one hour a week.

Perhaps it is appropriate to repeat a finding of the Assembly Education Committee:

> "We conclude that programs for mentally gifted minors constitute a vital part of the educational system in California, and should be redesigned and reorganized to stimulate the development of the maximum potential of both students and programs. Talent development is an important part of any growing and productive state. Without the intellectual and creative skills to meet the unknown problems of tomorrow, any society will begin a process of stagnation and decay."

Legislative changes in the mentally gifted minor program offer new opportunities to improve higher cognitive skills and creative behavior. They move us closer to the day when we will plan and implement "Total Approaches for Full Development of Children and Youth."

Involvement in planning, directing, and evaluating programs for the gifted can help each of us become a more open, more productive, and more interesting human being.

STATE LEGISLATION

Leroy F. Greene, Chairman
Assembly Committee on Education
California Legislature

The Legislature has been quite active in the last few years in the field of special education. We have concerned ourselves not only with what is going on in the classroom, but also the building of new classroom facilities more suited to the needs of the special education youngster. We have had many successes and a few failures.

The legislative process is both interesting and frustrating. I always hearken back to one of my own measures. Assembly Bill 409 of a couple of years ago was a bill that indicated the financial responsibilities for education of handicapped youngsters in school districts of residence that did not offer special education programs for such youngsters. The measure indicated that the district had the same financial responsibility for the special education child as it had for any other child in the district. If the district did not offer a special education program, the money would move with the child for his education elsewhere.

That measure went first to the Assembly Education Committee. All fifteen members present voted in favor of the measure. Another fifteen were present and voted in favor of the measure before the Ways and Means Committee. On the floor of the Assembly, all 70 members who were present voted in favor of the measure. So far we have 100 votes supporting the measure and none in opposition. Next we take the bill to the Senate. It goes before the Senate Education Committee. Ten were present and voted in favor of the measure. Now we go to Senate Finance. Eight of the committee members were present. The vote on the bill was six in favor and two opposed - the bill was defeated. The score - 116-2 in favor of the bill.

The Senate Finance Committee is a 13-member committee, and a majority of 13 is 7, not 6. Thus, the measure went down to defeat. Last year I came back with the same bill, as Assembly Bill 845. This time I got it through the Legislature and to the Governor. He vetoed it. There I was again, lost by one vote. The Governor indicated that the cost of administering the bill (limited to $21,000 in the bill) was the reason for his veto. I have reintroduced the bill to the 1968 General Session of the California Legislature.

During the 1967 session, I moved into the area of construction as it applies to special education. In the past, if the county superintendent of schools could not find an impoverished school district within his county, he was in trouble. Rich districts felt they could not afford him. The county superintendent's office is responsible for special education programs in the smaller districts. If he has some youngsters he is to educate, he must find a district willing to build facilities to house them. The law says that an impoverished district can build special education facilities and get a grant from the state of 50 percent of the cost. Forty percent would come from the county superintendent's fund, and the remaining ten percent from the impoverished district. School districts that were not impoverished would have to pay 100 percent of the cost of construction.

Last session I wrote a measure that now gives the county superintendent a better opportunity in dealing with all school districts within his county on the question of housing for special education youngsters. The law now says that the county superintendent can treat with any district within the county. If more than half the youngsters to be educated in the facility come from outside the district in question, the state will render the same financial assistance for those students as it gives the impoverished districts. This gives an added incentive and an added inducement to non-impoverished districts, because students from outside the district will not be a burden on the taxpayers of the districts.

By what right does any school district exclude any child in need of special education facilities and program? The district might well say, "We have only one mentally retarded child in the district; therefore, we cannot set up a program for the retarded." But does the district have the legal right to say, "Therefore, we have nothing to offer your child?" One wonders if there is a constitutional right for a school district to refuse such a youngster, inasmuch as there is a program in the Code and such an offering is available elsewhere.

Suppose a mother takes her child by the hand one September morning, walks up to the office of the school and says, "Here is my child who is cerebral palsied." The district might say, "I'm sorry, we don't have a program for the cerebral palsied." One of my measures of the last session said the district now must get the name and address and information over to the county superintendent. In this manner we collect, in the office of the county superintendent, information as to all those within the county that have been excluded from education that are in these special education categories. Another of my measures said that all school districts within the county also have to advise the county superintendent's office as to which of their schools offer what program in the field of special education. Thus we have an inventory as to the number, kind, and location of special education facilities in the county. In measuring the needs of youngsters that are not housed in their own district, the county superintendent can now seek the best place for the admittance of such youngsters. He would then treat with that district on behalf of that youngster.

Special education is now well financed in California. I had a measure during the 1967 session, AB 1652, which I amended into the school finance bill, AB 272, that finally got out of my Committee on Education. AB 1652, the special education portions of this finance measure, increased the past excess cost reimbursement for mentally retarded students, for example, from $375 to $435. In the case of the mentally retarded, the maximum number of students allowed in a classroom is 18. This new measure provides that, as soon as you have nine students, you are guaranteed $7,830, the same amount of money that you would get if you had all 18 students. This means that sufficient funds are available as soon as you have half the students, to employ the services of a teacher and start a class. All other special education categories are treated in the same manner, with parallel increases in the amount of money available. In this bill we also changed from the previous system of cost reimbursement, where the district must first pay the bill and then be reimbursed, to the present system where money is given to the district based on an estimate of ADA in advance. This measure should go far to increase the number of children benefiting from special education facilities.

California has indeed been in the forefront in the field of special education. Our legislative efforts in this field serve as a beacon to the rest of the country.

THE FUTURE OF SPECIAL EDUCATION

March K. Fong, Assemblywoman
15th District, California Legislature
Member, Assembly Committee on Education

By this time, one of your favorite numbers in the infinite world of mathematics must be two hundred and seventy-two. At least for those of us concerned with special education, 272 must be something of a landmark. In the relative terms of percentages, the 1967 Legislature may have added something like ten percent to general school financing. But state aid for special education has been lifted by much higher amounts.

I want to run over some of the drier fiscal facts because I have serious questions to ask of you later on. Some of the figures, I'm sure, you're all familiar with. State aid for the mentally retarded program is up from $375 to $435 a child; for severely retarded children, we're up from $670 to $795.

In the physically handicapped program, the aid jumps from a maximum of $910 to $1,018, and in the educationally handicapped, the $910 goes to $1,140. If we want to talk about the highest jump in percentages, then we have to talk about the gifted program which now has an operating apportionment of $60 which is $60 more than last year. And the old $40 identification money is still maintained.

The financial situation appears even rosier than that, really. Because for the first time, special education aid is based on current attendance, and not on a reimbursement for last year's attendance. And above and beyond this, we have a basic change in the system. Away from the individual pupil - and toward the classroom unit.

Now, we're getting into the thousands, instead of hundreds. Seven thousand, eight hundred and thirty dollars for a full-time class of mentally retarded children. Excess cost still over and above the $3,000 that the average district will receive for a 15 pupil class as regular state apportionments. That makes over ten thousand dollars.

For the severely retarded, you have a class guarantee of $9,540, plus the regular state aid. For a day class of physically handicapped, it's $12,215, and at the top of the list, a full-time class of at least six educationally handicapped students will earn your district some $13,680 in supplemental state aid - not to mention the two or three thousand in normal apportionments.

I really should stop here and sit down. With this kind of a boost in your new resources, why talk about anything else. Except for one thing. It's entirely possible that the special education class will never see the increased aid.

Now this might sound ridiculous. With all that money floating around, it sounds impossible. Some of the estimates I've seen indicate that state aid for special education will be up as much as 25% in one year. But there is another factor which has been very largely overlooked. This is a matter of accounting for special education money. I know most of you are familiar with the standard procedure which has been used up till this year. We had an excess cost reimbursement type of system, and the district business offices had to keep records of how much the various programs were costing.

Then, in 1965 (and this was before I got to the Legislature which makes me innocent or guilty, however you see it), the Legislature passed a bill which stood for all of two years. As I recall, the bill was carried by the former Assemblyman and now our State Controller, Houston Flournoy. And basically, it set down hard and fast rules and regulations about how you go about allocating special education costs. In other words, it tightened up the methods of charging off all sorts of indirect costs to special education. Such things as 10% of the Superintendent's salary, or 5% of the heating bill when only 2% of the students were enrolled in special education. Fundamentally, Hugh Flournoy's bill said that a district should charge for direct salaries, such as the salaries of this audience, people directly concerned with special education, with special materials, with real concrete expenses. But on the other hand, the bill said that when you start charging off so much of the business office or site acquisition or other general costs, you should do it on a time basis or a straight ADA basis.

Now, I have heard that a number of school business officials were quite angry with the law. It seems that one large district was so irate that they sent in 100 pages of supporting material to justify various indirect charges. Which is all fine and dandy, except that nothing in the law or the Department's rules required it. In any case, the opposition of business officials (not special education people, I want to emphasize) was so great that one of the present members of the Legislature introduced a bill this past year to repeal Hugh Flournoy's 1965 measure. And it passed.

What I am saying is this. It is no longer required that districts keep clear-cut records of the money they actually spend on special education. There is a sort of format that the Department of Education has in its California School Accounting Manual, but the format is pretty vague, and allows for all types of indirect charges, such as a percentage of the superintendent's salary that I mentioned earlier.

Now you may see the question that I'm asking. In AB 272 we have switched over to a current apportionment system, at the unanimous urging of school officials, the Department of Education and just about everyone else. And secondly, we have simultaneously abandoned a pretty strict accounting system. So the question arises in my mind as to whether the special education classroom will ever see the new state funds that will flow into the district's general fund.

I look at it this way. An average wealth district will get about $200 a child in state aid. Then for ten kids in an educationally handicapped class, the district also receives $13,680. That adds up to over $15,000. Next, the district taxes itself, and it certainly has a moral obligation to spend an average amount on any child, no matter what his handicap or lack of it. So we have another $250 a child on the average. As you can see, we really have something like $18,000 in combined state and local funds going out to support an educationally handicapped class. And I'm not at all sure that we will see a proportionate benefit. As one special educator, a district-wide administor, said to me: he's interested in showing that the E.H. program has a "proven efficacy." That's his phrase. "Proven efficacy." What he means, of course, is that the E.H. program will be so successful that children will be able to return to normal classroom activities after a year or two of intensive instruction and help.

That is the kind of attitude we are looking for. A determination to prove success, and I certainly am one to give him the chance. This chance, really, is the basic justification for the substantial increases in special education apportionments. The possibility of a real chance may even justify the repeal of accounting requirements on the theory that nobody will have to spend valuable time manufacturing theoretical costs. But in any case, it would seem to me that the Legislature has now given you a pretty heavily financed ball, and now it's up to you to run with it, to show not only us, but the people who send their children to you and their letters to us, that we are meeting the basic needs of special children. That we have classes for the retarded which really make them more self-sufficient. This is one of the concepts this special education administrator discussed with us. The fact that the MR program was set up about ten years ago before we knew much about what to expect. We all wanted to do something. We wanted to help. We wanted to show our concern. But the key element was lacking. We didn't know what the specific goal was. We didn't know what the specially handled retarded child should be after his schooling. How much more self-reliant he should be, compared to an MR kid who didn't have the special help.

Frankly, I didn't like the idea of repealing the accounting controls. But now that we have a current apportionment system, it probably doesn't make that much difference. And in a way, it fits in with some of the things the Legislature has been trying to do for several years. That is, move away from controlling your day-to-day procedures, and move into the field of testing the results. In a way, it's much more proper for a body of laymen.

But as I said, it's now a new ballgame, and with the potential amount of money involved, there is certain to be more and more, and much closer assessment of the fruits of the efforts. I understand in Los Angeles City Schools alone, they are estimating a possible 15,000 E.H. pupils in the near future. Right there, that's about $20 million, and this is not the kind of expenditure that will go unnoticed. There are bound to be questions asked about what good the whole thing is doing. And I would say that the answers had better be both positive and easily demonstrable.

One might say that special educators have finally been given a major financial responsibility, and the public will expect major results. As I said earlier, I hope the funds actually filter down to the special programs through the process of local budgeting, but I cannot guarantee it anymore. We have really given you, the professionals in the field, a heavy responsibility to see to it that you get what is morally yours. There is, of course nothing illegal about using special education funds for the regular program. It is a moral commitment. The Legislature allocates the funds on this account, and we expect districts to use them this way.

But other things have happened before. For example, I know you are all familiar with the lower class sizes in the primary grades that started in 1965. There was an apportionment of $10 a child then, and it's $30 today after AB 272. But you may not know that some school districts decided to forget about lowering class size, accept a small financial penalty, and keep the balance as a clear profit. This, I suggest, is breaking faith with the people.

California is now spending over $30 million a year to maintain smaller primary classes, and in some cases, all this effort has only amounted to mixing of 1st and 2nd, or 2nd and 3rd grade classes in order to minimize district costs. Again, the 1964 Unruh bill did not write into law a legal mandate. It is a moral commitment that districts would spend the class size money on class size. In 1965, it was necessary to quadruple the financial penalities in order to get the results.

Now, you people are in a similar position. The Legislature will be expecting major improvements in special education. Not only in numbers. That's the easy part. In fact, any fantastic growth in enrollment might well mean that the special education program is being used to subsidize the general fund budget. I really mean an improvement in quality - real visible quality - like the percentage of E.H. pupils salvaged - like the percentage of MR pupils able to adjust to normal life. My own special education advisers tell me that it is pointless to set up a new class unless you can get the right kind of teacher. And yet, I know of some MR classes where the least wanted teacher is assigned. It's a sort of Siberian retreat, or so it sometimes seems. There are problems, I know.

Some parents want an EH class at least in name, even if it doesn't do any good. What do we do to induce people to enter special teaching fields when salaries are fixed across the board - district-wide? I am not in favor of reducing academic requirements in order to get inferior applicants for openings. And I am certainly not in favor of using an unsuccessful teacher to fill up the special education job. Even with the low class sizes mandated by the State Board of Education, special classes are tiring. They can drain the vitality, especially in a constant all-day setting without a break.

Perhaps it's not extra money, but time for a respite that will attract special education teachers. But I don't think a non-academic credential will do a thing to increase the supply. After all, you are aiming for top quality people - people who might want to teach other kinds of classes from time to time. And they couldn't do that with a limited non-credential.

Perhaps the single salary schedule is the culprit, although I would hate to think that special teachers are that materialistic. But it is a wearying proposition, and possibly we should reward the effort in that basically American tradition - higher pay. I'm suggesting, of course, that a great deal of morally earmarked money *is now available* for special education. Shall we give the teacher an aide for half a day? It is a clear way of showing that we're spending the money in the classroom.

The details, however, aren't really my concern. You people are the operational experts. In this state-funded area, we are more like a board of directors that looks at the balance sheet one a year. You are the presidents and vice-presidents of the corporation. We have given you the budget. It's up to you.

NEW LEGISLATION: ESEA TITLE VI, FEDERAL ASSISTANCE TO PROGRAMS FOR THE HANDICAPPED

Arthur E. Phelan, Chief
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California State Department of Education

Before we talk about Title VI I'd like to mention a few things about Federal aid programs in general because we do have some problems that you should be aware of.

The number one problem concerning federal aid to education has been how much money do we get, that is, what is the known dollar amount? Currently there isn't any way of determining exactly how much any of the federal programs will get because we're at the whims of Congress, at the mercy of the budget director, and sometimes victims of politics. To solve problem number one we need to have some kind of "forward financing" or a guarantee that programs will operate at the previous year level or a commitment in terms of the amount of funds which will be granted to the various states. This is one of our prime objectives.

The second problem is the timing of grants. Currently allocations to the states do not coincide with the school year and they don't coincide with the logical duration of the programs being carried on. Some of the appropriation bills are now on the president's desk to assist NDEA, ESEA, and others. You people have had various programs running for some time, yet the state administrators of these federal programs do not know exactly how much money they're going to receive for distribution, nor do they know when it will become available.

A third problem is the fragmentation of federal aid programs. Some way we need to encourage provisions for the state to fund activities as part of a "program package." This is rather difficult. It's a complex thing to do because there are several different deadlines and categorical classifications, recording methods, needed baseline information, and so on. But planners of federal legislation should devise methods of allowing states to use multiple sources to fund a single application based on total integrated district needs - the needs for all of the children of the district in all categories of allowable aid. The state agency could then utilize multiple funding sources to sponsor appropriate activities. This is a complex job for the future. I'm not preaching general aid. We know that Congress is not quite ready to take that step. Legislators still wish to retain the prerogative of saying that some needs have higher priority than others for national security and in the public interest. But the "package" concept might encourage agencies to look at their overall plan, instead of isolated programs, and might enable them to build in the flexibility needed to give special attention to major activities in proper sequence. As I say, we don't have the mechanism perfected for accomplishing multiple funding, but large districts, legislators, and leaders in school administration have pointed out the desirability of this approach.

Just a word about state legislation - AB 272 and other forward-looking legislation which we've heard about this morning now provide greater flexibility in financing special education than we have ever enjoyed. There is the moral obligation on the part of school personnel to see that these funds are channeled to special education purposes.

Now about Title VI. This is the new amendment to Public Law 89-10, the Elementary and Secondary Education Act. It extends Federal legislation to include grants for the improvement of educational programs for handicapped children. This very complex Act contains aspects of nearly all of the other ESEA Titles that you're now familiar with. It is also a very broad act in terms of coverage of the kinds of children and also the kind of activity or service which can be funded from Title VI money. Its purpose is to assist states to initiate, expand and improve programs and projects of special education and related services for handicapped children at the preschool, elementary, and secondary school levels.

The funding of Title VI is by 100% federal grant to public educational agencies. Administration of funds is based upon a State Plan which is developed at the state level and which operates as a legal agreement between the U.S. Office of Education and the State. This document says, "This is what we intend to do - for the state educational agency itself, for the county units, local school districts, or any combination of public educational agencies which are eligible to apply for these funds."

The Act provides some planning money to each state to employ a staff, to set up a unit to develop the State Plan, and to disseminate information about Title VI. This is the "tooling up" stage between now and June 30, 1968. Secondly, the Act authorizes 150 million dollars nationally, beginning July 1, 1968. Each state will receive its pro rata share, based upon a comparison of population, ages 3 to 21. On this basis, California would be entitled to about 9 to 10% of the national appropriation. This could be approximately $13 million to $15 million if the full appropriation were to be granted. Remember that funds have to be allocated annually and Congress has not appropriated any funds to date other than state planning support. There is, however, a strong possibility that there may be some program funds this fiscal year. There have been rumors that Congress may appropriate $15 million nationally. This could generate approximately $1.2 to $1.4 million for California. You will understand that with this smaller amount of money compared to the great needs of special education in this state that it would go to support rather high priority programs.

Now who are the eligible targets of this Act? Handicapped children wherever they may be. All handicapped children defined under California law are eligible to be beneficiaries or participants in programs sponsored by Title VI. As long as they are handicapped and so identified - they may be in school, they may be preschool, they may be out of school or they may be enrolled in private schools - if they are handicapped, they are eligible. Agencies eligible to apply for grants must be public educational agencies - state, local, or county school units. Handicapped children who are in private schools are eligible "to benefit from the services and participate in Title VI programs to the extent consistent with, and on a basis comparable to, those provided to the public schools in their area." In short, private schools cannot receive Title VI funds or be direct beneficiaries themselves. The control of funds and property must remain with the public agency. However the private schools should be invited to participate in the planning of programs and projects initiated by the local public school agency and they may elect to have their own handicapped students benefit from these programs and services.

The California State Plan provides that grants will be made on the basis of project applications from eligible agencies describing a proposed program for improving education for the handicapped. Services desired must be "over and above" those already provided. They may be at a more sophisticated level or they may be an expansion of programs in operation. We view the applications as project proposals which are subject to review by a team of experts. Some of you may be on this team which will evaluate the potential of each application and make funding recommendations to the State Board of Education. The State Board is the final approval agency.

The Act itself and the State Plan mandate cooperative planning with all agencies that have an interest in the kind of program to be operated. Proposals should be of sufficient size, scope and quality to have an effect upon fairly large numbers of children and must give evidence of reasonable promise of success. They should have potential for some kind of spreading or dissemination effect.

Evaluation procedures are mandated in the Act. A report of results will be requested. Educators generally agree that effective evaluation is one of the most difficult things to do and we argue that we lack reliable measuring devices. But if we expect financial backing on the part of Congress as well as from state taxes, we're going to have to *prove* results! Legislators want to know: "What will this money buy in terms of progress?" So heaven help us if we try to accomplish evaluation on a basis which certain handicapped children cannot cope with, such as academic achievement. We're going to have to stop confining our answers to meaningless statistics and utilize other techniques such as measurement of progress toward clearly stated behavioral objectives.

The federal guidelines for Title VI have suggested that states give priority to programs which have statewide applications. This would be an appropriate plan if federal funds available are much less than we first anticipate. An assessment of practices throughout the state, an evaluation of programs, and the development of a master plan for special education are all needed in California. States may also wish to place high priority on neglected programs such as those for the multi-handicapped, or the severely emotionally disturbed. The California State Plan provides that the State Advisory Committee will develop priorities and standards for approval of programs.

Now what are some of the things that might be done with Title VI funds? Well, the act is so broad that you can do almost anything you want to do in order to benefit handicapped children. We do not want to duplicate or supplant services. We do want the projects to be of sufficient size and scope to make an impact upon special education. Let me suggest some activities that might be funded under Title VI: We might elect to operate pilot and experimental programs; to encourage planned innovation; to evaluate effectiveness of services or programs. We might put our money into developing curriculum, or publishing and disseminating information. We could develop programs which test facets of California's proposed master plan for special education, or establish and operate exemplary or demonstration classes, schools or programs. We might identify successful programs now operating and support them "over and above" their current support-level to make exemplary models of them. It is possible to use these funds to operate summer outdoor schools. Funds may be used to pay the salaries of professional, technical and clerical personnel needed to accomplish one of the related services. We could furnish services of trained social workers, or provide consultants and professional assistants to county or local school districts to augment their current staff. There might be programs which would tend to reduce pupil-teacher ratios. There could be specialized services to the multi-handicapped. It might be necessary to furnish coordinators for work-experience programs. Nursery schools could be operated. We may want to initiate a program of preschool speech and hearing instruction or set up programs to identify handicapped children, to establish and operate diagnostic centers and educational clinics - even supply and operate mobile units.

We might sponsor special transportation facilities not provided from other sources or extend educational and related services to children not attending any school. It's possible to set up communication media for the homebound or the hospitalized by way of TV, radio, telephone, or intercom systems. There are lots of problems in mobility training that could be attacked. It is possible to use our new funds to purchase specialized equipment - automated instructional devices, audio-visual aids, even prosthetic devices provided they increase the educational opportunities of the child. We could provide new training programs for teachers throughout the state, operate workshops and conferences, and enable local districts to operate inservice training programs. We could establish instructional material centers or add satellite centers to those already in operation. It's possible to contract for the services of various kinds of personnel to improve instruction for the handicapped, to contract with special agencies or clinics for the performance of a particular service or task, or for the use of facilities related to the educational programs of handicapped children. We could assist schools in remodeling classrooms to accommodate children with special needs. Even construction of school buildings is permitted under certain circumstances. Now this is the wish list. Don't forget, many of these items may have low priority when funds are limited.

What has California done about Title VI to date? Recently the State Department of Education established within the Division of Special Schools and Services a new Bureau of Program Development and Evaluation to administer Title VI programs. In addition, a State Plan has been developed with the aid of a State Advisory Committee. This Plan was approved by the State Board of Education on September 14, 1967 and is now in Washington awaiting review and final approval. This Plan contains as much leeway as it was possible to keep and not violate any of the concepts of the Act. We felt this is good; it will allow us to delve into the areas that we want to attack and will leave us freedom to encourage innovative ideas and programs. We are now attempting, with our staff, to develop a manual of instructions and an application form. Sample application forms we have examined from other sources indicate that considerable documentation may be required. One of our problems then is to try and simplify what is already complex.

Another step we're taking is to have regional meetings throughout the state. These have already been scheduled and mailed to all school districts. Copies of the schedule will be distributed at the door as you leave. If you are further interested in Title VI possibilities it is suggested you attend one of the regional meetings to gain information about application procedures.

In the meantime, what can you do? We are suggesting to special education personnel that they first contact their own district, county or regional leadership to attempt to identify major problems. Determine where there is a lack of service, or need for a specific service, or where improvement is indicated. Invite the cooperation of interested parties and then set up some alternate solutions to your problems and cost them out. You can at the same time begin to gather some "before the fact" evidence because certainly if you're going to evaluate a program you must know what is going on now, and have some kind of a baseline or foundation from which to measure progress. You could also solicit help of the Title II regional planning centers and other expertise which may be in your area. You could draft a rough proposal or abstract, try it out on your neighbor and on your own staff. Our staff will assist by reacting to your rough drafts and give you suggestions. Please keep in mind that the wise use of limited funds will be a prime factor in selecting programs to be sponsored. This means that only programs of the highest quality, greatest need, and strongest impact upon the education of relatively large numbers of handicapped children would be able to be funded at the first trial of Title VI.

CEC STUDY ON STATE LEGISLATION

Paul Ackerman
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Council for Exceptional Children

The CEC Study of State Legislation - What's that? Why's that? Where's that?

It has been obvious, in the past decade, that increasing attention is being given to the education of the handicapped by legislators. When federal legislation of the past ten years has been reviewed, this attention is dramatic and startling. All of us know about it and are excited. Probably what you don't know, however, is that the progress of state legislation has been even more startling. The volume of legislation introduced relevant to the education of the handicapped in individual states has more than doubled each year. In California this trend is also evident, for you will recall that 35 out of the approximately 65 bills introduced last year of relevance to the education and training of the handicapped children and youth are now California Statutes. And this in spite of the fact that many political prognosticators felt this year to be unfavorable to such legislation.

Many professionals in CEC recognized this trend, however, and felt that CEC should attempt to document it and provide information which would help individual states to word their legislation in ways that would provide their new legislation with the maximum effectiveness and the minimum inefficiency. *The Analytic Study of State Legislation for Handicapped Children* was thus born about a year and one half ago - a study housed in the CEC offices and funded both by CEC and the funds of the Research Division for Handicapped Children and Youth of the Office of Education.

The Project has, essentially, three phases and we are presently almost through with Phase II. In the first phase, we collected all the data we could secure regarding legislative provisions for handicapped children and youth in states. This data was collected through perusal of State Session Laws, Indexes, State Department of Education and Attorney General's collection of laws, and through individual contact with State Directors of Special Education, heads of state agencies with responsibilities to Mental Health, Mental Retardation, Institutions, Child Welfare and the like. Finally statutes were augmented by the collection of state statutes prepared by the Legal and Legislative Department of United Cerebral Palsy Associations, Incorporated.

When we had these statutes, we read them all closely and attempted some "intellectual analysis" of them. We tried to discover classifications of states as to whether they had mandatory or permissive legislation, whether they funded on an excess costs basis or a per unit basis, and the other traditional analyses dearly loved by dissertation-bound doctoral students. In this analysis we failed, partly because we couldn't neatly classify this legislation into those types, and partly because even if we did classify such legislation, any state's legislation has so many ramifications and interlocking networks of legislative support and mandates that the states were not comparable.

Consequently, the project's advisory board attempted to break down the legislation into as many points as it had in common (about twenty points) and actually find out how these legislative fulcrums were utilized by different states. Field analysis was to collect information from local districts about how legislation in their states was utilized in program formation, goals, and administration. Seven states were to be investigated and these seven states were to represent a wide range of legislation for handicapped children - legislation which varied from only a statutory reference to special education as being a function of the State Board of Education to a State that virtually legislated every aspect of its local programs. California was chosen for the latter. States were also chosen to represent a range of financial potential for the support of special education, varying from almost no financial support of classes and no future increased level of support, to states spending a great deal of money on special education and still having potential to spend more. California was picked to represent the latter kind of state. Within each state five districts were selected, with the help of the State Department of Education, Census Books, the local administrators, which were felt to represent five districts greatly different in demographic variables, ranging from small rural counties to major cities. California was able to provide this variety.

We came to California about two weeks ago, and still have three states to complete. When we have finished these three states, we will then enter phase III, the dissemination phase of the project. In this phase we will attempt several activities we hope will be helpful to states.

First of all, we will write several model statutes. These limited statutes will be explained, along with the results of the data analysis in the project report and will attempt to give states one more tool to use in legislative improvement.

Secondly, we will attempt to have all of our statutory data in a computer storage and retrieval system, so that states and individual scholars who wish to compare certain types of legislation, or obtain information about any state's provision for exceptional children will be able to form their questions to the computer and obtain extensive sources of information.

Third, United Cerebral Palsy, Inc. and CEC are cooperating to write a digest of all state laws pertaining to handicapped children so that all these laws, in an easily readable form will be available in one book - a book which will be updated each year.

Fourth, CEC will conduct three regional workshops for administrators, legislators and lay persons interested in effecting legislative change and analysis in their states. These conferences will be small workshops of a rolled-up-sleeves nature. The one open to Californians will be held in Reno the last 2 days of April.

Lastly, CEC hopes to continue to update its material on state legislation and to make it available to its members and others needing it. The project staff have already engaged in legislative consultation to states contemplating legislative improvement, and CEC hopes to provide this consultation service as one of its permanent functions.

But why are you - the participants of this Institute - interested particularly in the report of the CEC Project on state legislation? More specifically, why are you, who are here to examine the role of the IMC in California interested in our project?

Because of two things: (1) the project is interested in the legislative articulation of the IMC concept within the states and has written model legislation about it at the request of the Office of Education, and (2) we included questions about California's articulation to your IMC when we gathered data in California.

Why did we write model legislation? You are undoubtedly aware that the federal funding for Special Education IMC's will decrease to almost nothing over the next six years. IMC's will have to look to other sources for funding, and the most logical source for such funding is the states, either singly or in a joint-agreement compact. Our model statutes are two and provide for a single state to fund one or more special education IMC's within its boundaries, or provide for several states to jointly share the expenses of one or more IMC's providing services to all states in the compact. Whether California may want to consider some of these models in the future may be up to you who are now participants of this institute.

If and when you do find that you must make some consideration of the directions that the IMC's will take in California, may we offer you just a few observations that we made in our gathering of data for the project?

First, we found that the state legislation of California, if administered creatively, favor the formation of many small IMC's. Indeed, using the State book allowances, many local districts are starting extensive instructional materials libraries, but some larger districts, utilizing the book funds plus Title II, ESEA are equipping central IMC's at a multi-district or county level that are easily large enough to form a core of satellite centers to the California IMC. Some county units were utilizing joint purchasing arrangements with neighboring districts and counties to purchase large quantities more economically, thus increasing their own resources. If these local instructional materials centers should join with the California IMC they could probably continue at the present level of state and federal funding without fear of cutbacks.

Secondly, we saw in the local Instructional Materials Centers and Libraries that we visited, more of a flexibility of material purchase and material production than we had seen in the states. Many local districts were producing their own resource and instructional materials, and many districts were utilizing newer machines and materials than were available in similar libraries observed in other states. Perhaps this was due to the fact that the monies for books and materials has been more plentiful than in other states, or perhaps it represents, it speaks of exciting cooperation with the California Special Education IMC in the production and field testing of new concepts and unique uses of traditional material.

Lastly, we felt that we saw a readiness in California for legislation pertaining to the support, or at least the enablement, of one or more Centers or networks or liaisons to special education IMC's. Certainly the analysis of recently passed legislation has shown the California Legislature ready to fund special education at adequate levels. It has also shown that administrators of special education have an active voice in the California legislative process. A united platform outlining the articulation of the State of California to the IMC('s) would be a logical next step for eventual continuation and strengthening of the present California IMC.

There are problems, however. You don't need me to tell you that California has some communication problems because of its geography. Just recognize, however, that any state plan for California will probably be more expensive than in most states on the budget items pertaining to communication. But don't underestimate the importance of this item. At the present time, very few of the districts that we visited were adequately aware of the presence or function of the present California special education IMC. Hence an expansion or a network in California will be some time off, and take an extensive amount of preparation.

Another possible problem in communications and the formation of networks is the proud tradition of local autonomy, found in California. Legislation governs many of the programs in the California schools, but is administered by a variety of State agencies, all of whom are seen in wide ranging degrees of authority and control. Indeed, leadership for an expanding IMC in California will have to be carefully articulated, and probably legislated in order to reach all schools with equal impact. Even then, it will run against resistances of both a psychological and theoretical nature.

But whatever the future of the IMC in California through its activities - and through this conference - it will have made an impact. If it can prove to the educators of California that the idea and the service is sound, then it can prove it to the legislators. If you want to prove it to the legislators, then you can expand the idea. You don't have to work alone - the Study Project I work for will offer you whatever services we can, be it model statutes, reports of administrative structures successful in other states, or other types of legislative analysis, but the final decisions and implementations are yours. These decisions are yours and I commiserate with you. But because they are yours, I also envy you.

CURRICULUM

Charles W. Watson, Chief
Bureau for Physically Exceptional Children
California State Department of Education

I am pleased to have the opportunity to talk with you for a few minutes this morning. Except for teachers you probably represent, potentially, the single most important group among school personnel insofar as the education of handicapped children in California is concerned.

Apart from parents and the teacher, probably no element in their program of education is more crucial than the one on your agenda for today. It has been at the center of growing interest expressed by many, including yourselves, for program improvement. Verification is readily at hand through review of reports, surveys, testimony, offered by individuals and groups, such as the Council for Exceptional Children, Administrators of Special Education, Parents of the Deaf and Severely Hard of Hearing, Council for Retarded Children, et cetera. And certainly there is no dissent to be found among teachers of handicapped children, nor those who are engaged in their professional preparation.

Certainly the topic is timely. It marks the beginning of the next phase in building special education programs in the state. To date efforts, of necessity, have largely been devoted to the more mundane, albeit imperative, aspects embraced in launching special education programs such as identification of children, procuring housing of some kind, getting persons to teach the youngsters, transportation, money, et cetera. And, of course, such were to have been expected.

It's been scarcely twenty years since California citizens, parents, and school persons, in behalf of handicapped children and their education, began laying down a persistent barrage on the shores of the often too complacent public schools of the state. The intervening two decades have seen frenetic activity up and down the state in the interest of schooling for these children. Probably no other period or place has seen a comparable development.

Early in the effort to breach the shores of neglect of these children, the State Board of Education was prevailed upon to designate San Francisco State College, since no other manifested interest, to undertake the professional preparation of teachers of exceptional children. This act was strategic and crucial to consolidating the beachhead and the drive to penetrate the state's school system with special education programs for handicapped children. It is to be noted, in passing, that this goal was achieved even prior to establishing credential requirements for teachers of exceptional children.

The period began with early authorizations to establish and maintain special education programs. These have been extended and strengthened until today, with some relatively minor exceptions, nearly all handicapped children can have special education programs provided. Certainly, not all have such programs. However, this results not from lack of authority to provide them.

Improvement in financial support for maintaining these programs, certainly from the state level, has been steadily increased over the period. The need for provisions for transporting handicapped children to and from special education programs has been recognized and state funding provided to help with the cost.

Need for state aid for school housing for exceptional children, too, has been recognized and accepted. Since inception its availability has been extended and made more flexible.

As the number of qualified teachers dwindled, state funds were authorized and assured school districts and county superintendents of schools to assist them in helping to meet the expenses of those wanting to undertake full professional preparation to teach exceptional children. Some six hundred teachers took advantage of this program this past summer.

Other developments emerging during this same hectic, tumultuous, fruitful epoch include occupational training programs, readers for the blind, tuition payments to parents where public schooling is lacking for the physically handicapped, Braille and large print textbooks provided by the State Board of Education, Development Centers for Handicapped Minors, mobility/orientation instruction for the Blind, Central Clearinghouse-Depository for the Visually Handicapped, etc. And it should be noted that in the enumeration of the foregoing over the twenty years, all represent local and state bench marks - none reflect the emerging federal interest and support.

In pausing at the crest of the foregoing twenty-year climb, to survey the trail ahead to standard, quality programs of special education, the crucial importance of this membership again stands forth. Changes in emphasis are at hand, new endeavors impend, specialized knowledges and skills of a different nature will need to be sought. The topic on the program for today confirms the shift taking place.

You at the district and intermediate levels will increasingly be called upon over the next decade or so to give leadership, direction and assistance to efforts designed to improve the quality of those special education programs over which you have assigned responsibilities. Fortunately, numerous ones of you are prepared to carry forward this undertaking. Of course, there will likely be some who may need to seek preparation to better cope with the emerging tasks ahead. It is indeed propitious this need arises at a time when opportunities for financial assistance in securing advanced professional preparation in the field of special education have never been better.

With some notable exceptions many of those at the district and intermediate levels have been so pressed with bringing special education programs into existence and getting children into these programs, that they have not been able to adequately attend to matters of curriculum, methods of instruction, quality of teaching, measurement of achievement, evaluation of program effectiveness, et cetera. Knowledge of this situation undergirded the decision to schedule the special study institute where these matters could be afforded an opportunity for surfacing and discussion. That the subject of curriculum appears on your program today is no happenstance.

Expectations are mounting around us that more attention will be given to the subject before you today. Many of you will recall that it has been only two years ago that a measure was introduced that would have required the Superintendent of Public Instruction to recommend, and the State Board to adopt, minimum standards of course content and curricula, at each grade level, for all special instructional programs, wholly or partially state-financed for physically handicapped, mentally retarded, severely mentally retarded, mentally gifted, and educationally handicapped minors enrolled in the public school system. As used in the measure, "minimum standards of course content and curricula at each grade level" meant general and nonspecific outlines of courses and subjects to be offered special pupils at each grade level in the public schools. The measure went on to provide (E.C. 18206) that no allowance was to be made of state money for the education of such children to school systems which did not comply with the minimum standards of course content and curricula thus established by the State Board of Education (AB 451 - Bee - 1965). The measure then went on to indicate the State Board of Education was encouraged to cooperate with the several private professional and lay organizations especially interested in the preparation of such minimum standards.

The foregoing measure was substantially amended in the course of its enactment. As passed it (E.C. 160) pertained only to mentally retarded children. Both district and county superintendents (E.C. 7554) were required to prescribe and enforce a course of study of these pupils as developed in accord with the standards and regulations established by the State Board of Education.

As enacted certain county superintendents (E.C. 7554) were to employ at least one full-time certificated person to coordinate activities involved in the preparation, adoption, revision, use and enforcement of a course of study for mentally retarded pupils in special schools and classes conducted by the county superintendent and by school districts in which the county course of study is required to be used.

During the same general session the Senate as well as the Assembly got into the act relative to program and curriculum with the passage of SB 1119 (Weingand - 1965). This measure, as some will recall, specified in E.C. 6904.5 that a unified or high school district with a.d.a. of 900 or more must provide a four-year secondary program for each educable mentally retarded minor residing in the district for whom the district is required to provide an education in special training schools or classes. The act, in E.C. 7752.5, specified that "the course of study for the four-year secondary school program established pursuant to Section 6904.5, was to be designed to fit the needs of the mentally retarded minors." That interest in these two measures, dealing with curriculum, course of study and program, were strong is evident by the fact that both were specifically included in the Governor's (Brown) message transmitted to the Legislature, May 10, 1965.

Of course, all here know that current interest remains active at the legislative level relative to the subject before us this morning. For instance, the January, 1967, Report of the Subcommittee on Special Education, Assembly Interim committee on Education, Honorable Leroy F. Greene, Chairman, touched on the topic in several instances: (1) "The committee finds that laboratory classes for exceptional children are needed to improve special education curriculum" (p.10), (2) "We further find that there is vital need for special education curriculum development" (p. 17), et cetera. This interest was sustained on into the 1967 General Session itself and emerges particularly in ACR 65 (Greene) which states "There is need for continuous attention to be given to the improvement in the quality of such programs and the evaluation of results, particularly in the fields of curriculum development and teacher training and effectiveness...." This observation along with others then become the basis for the resolution "That the State Department of Education be requested to establish appropriate special education studies, with particular emphasis on teacher training and curriculum development, and submit any findings and recommendations for the improvement of educational programs for handicapped children and youth to the Legislature at the first session following completion of such studies...."

California, unlike numerous other states, has a restrictive rather than a permissive education code. As a result California public school systems can do only those things which have been authorized. As a result California school people tend to be continually referring to the Education Code for "the word." As might be expected, that instrument contains a number of provisions that may be related, either directly or obliquely, to the subject that will be under consideration throughout the day. An enumeration of several of these may be appropriate.

Each city board of education under E.C. 7552, is required to prepare the course of study for the kindergarten, elementary, and high schools of the city school district under its jurisdiction. Under E.C. 7553 county boards of education are to prescribe and enforce a course of study except in the schools of cities having a city board of education. Under E.C. 7551 the governing board of any school district shall enforce in the schools the course of study and the use of textbooks prescribed and adopted by the proper authority.

Instruction to be included in courses of study of elementary schools is specified under E.C. 7604. Elementary schools of districts are to offer 6 or 8 years of instruction according to whether junior high schools are maintained (E.C. 7601). Minimum time requirements specified for certain courses - reading, writing, language study, spelling, arithmetic, and civics - are set forth for grades 1-6, (50%) and 7-8 (600 minutes per week) (E.C. 7605). The law is equally precise as regards junior high school and high school courses (E.C. 7700).

At the elementary level pupils found to be unable to benefit from the courses specified for the course of study under E.C. 7604 may be exempted [E.C. 7604(e) (4)]. Educable and trainable mentally retarded are specifically exempted from the provisions of E.C. 7604 [E.C. 7604 (e) (1)]. Pursuant to E.C. 5801 separate classes may be established and maintained for pupils who would profit more from a course other than school work or study, approved by the superintendent of schools as being better adapted to the needs (mental) of the pupils may be substituted for the regular course of study (E.C. 5801). Pupils enrolled in such classes are required to use the state series of textbooks only in so far as the textbooks are adapted to the work of the classes (E.C. (5801).

Any school district with more than 8000 a.d.a. is required to prescribe and enforce a course of study for EMR and TMR minors in the schools (E.C. 7551.1). For districts having fewer than 8000 a.d.a. county boards of education are required to prescribe and enforce a county course of study for EMR and TMR minors (E.C. 7554). Such course of study is to be employed in the education of such pupils in districts of this size (E.C. 7554). Unified or high school districts with attendance over 900 a.d.a. shall provide a four-year secondary program for EMR minors (E.C. 6904.5). The course of study for the four-year secondary school program established pursuant to E.C. 6904.5 is to be designed to fit the needs of educable mentally retarded minors (E.C. 7752.5).

Concerning programs for educationally handicapped minors the Legislature specified that the State Board of Education was to adopt rules and regulations relative to standards, curriculum, teacher education, et cetera (E.C. 6757). In complying with this directive the State Board of Education provided that the curriculum for educationally handicapped minors was to be that set forth in Education Code, Division 7, Chapter 2, Articles 1-5. In doing so the State Board specified that emphasis was to be placed on the fundamental school subjects including reading, writing, arithmetic, spelling, English, history, and geography. However, it did provide that adaptation in such prescribed courses may be made as the learning characteristics of the minors in the program make necessary.

The education code seemingly contains no specific provisions concerning physically handicapped minors relative to curriculum or course of study. Physically handicapped minors, by definition, are those who by reason of a physical impairment cannot receive the full benefit of ordinary education facilities. In this instance, facilities include matters of curriculum or courses of study as well as classrooms, lavatories, furniture, equipment, et cetera. Undoubtedly the provisions of E.C. 5801 "relative to establishing and maintaining classes for pupils who would profit more from a course of study other than the regular course of study prescribed for the elementary schools" applies to instructional programs for the physically handicapped. Evidently, too, physically handicapped pupils at the elementary grades found to be unable to benefit from the courses specified for the course of study prescribed in E.C. 7604 are exemptable under subsection (e-4) thereof.

A curriculum is sometimes considered as being essentially a plan for achieving the objectives set for pupils enrolled in the schools. Being more precise, today you will be engaged in considering a plan - in fact plans, - necessary for achieving the educational objectives set for handicapped children and youth in California. Also entailed, in my opinion, is the identification of those objectives themselves. Both will need to be established in accordance with (1) the nature of the children involved (mentally retarded, educationally handicapped, or physically handicapped), (2) the aspirations held by children and parents, (3) the purposes envisioned by society, (4) the resources of the period and the community, (5) the organizational conditions under which instruction will of necessity have to be provided (i.e. wide age range, multi-graded, multi-handicapped, maximum class enrollments, lack of skilled supervision, et cetera, and (5) the current state of the profession's specialized knowledges and skills.

The task ahead of you today will indeed be complex, perplexing, and challenging. I am delighted that your next speaker is so eminently qualified to launch you into it. I wish you every success for the day ahead.

LEADERSHIP IN PROGRAM PLANNING

Chester A. Taft, Director
Whittier Area Cooperative
Special Education Program

Program planning is essential if the exceptional child's needs are going to be met. It is of such importance that good leadership is needed to see that a well rounded program is planned.

Special education leaders should coordinate the abilities and creative talents among the teachers, supervisors and administrators so that exceptional children may learn and grow more effectively and richly. His coordinative efforts must be geared so that the general educational staff shall work harmoniously with the special education staff toward the same end. He must study the community and/or cooperative areas so that he will understand its values and goals. In addition, it is essential that he be able to work, as directed by the superintendent, with parents, community leaders and ancillary agency personnel. The following methods are suggested to achieve these objectives:

1. *He must take stock of the situation as it exists when he starts on the job.* It is extremely important that he accept the community "as is." He needs to learn the educational goals which are important to its people, and to learn even more intimately the expectations of the parents. He must also learn the goals of the superintendent, his staff and teachers, and the established policies of the Board of Education.

2. *He must apply his knowledge of all special education programs authorized by state law to the local school district or districts.* This requires a knowledge of legal requirements as to class size limitations, parental consent, diagnosis or identification, transportation allowance, state building aid availability, admissions committee, bases for programs, definitions of exceptionality, district enrollment limitations, if any, prior approval of State Department of Education, whether permissive or mandatory programs, and any other guides.

3. *He must apply his knowledge of the incidence of "authorized" handicaps to the school population of the district or districts being served.* He must direct a comprehensive survey of the community or communities to see if the number of handicapped pupils is consistent with the indices. If there is a serious discrepancy, he should study this problem. The findings will become the basis for *preliminary* planning of the number of programs, the location of classes, the transportation plan, the number of districts involved. As an example of the latter: a study is being conducted in California to determine the best program for the deaf and severely hard of hearing. In accordance with suggested criteria, it is proposed that the deaf be educated separately from the severely hard of hearing. The incidence of each of these handicaps is low; therefore, only a very large school district could separate these programs and meet the appropriate grouping standards. It will be necessary for several smaller school districts and/or several smaller counties to contract with each other to provide a cooperative special educational program for these separate programs.

4. This leader should meet with the superintendent and staff to discuss the philosophy of special education in relation to the present goals of the school district or districts. It is very important to determine whether the point of view toward the exceptional child is:

a. He is a child first who happens to have a handicap or
b. He is a handicapped child and is therefore *very* different.

(1) Plans for *pupil organization* will depend on which of these two points of view predominate, such as:

A. special school segregation versus special class in a regular school;

B. "partial segregation" (placed in a wing of a school out of the mainstream) versus "cooperative plan" (in and out of regular class);

C. "resource room" versus "itinerant teacher."

It is possible that local compromises might result in several different combinations.

(2) *Pupil placement* policies

A. Centralized line authority - decision made by director, or

B. Decentralized decision made by the Admission and Discharge Committee

(3) *Criteria of Admission*

A. Minimum state requirements, or

B. Local criteria developed in accordance with the philosophy of general and special education.

If the local criteria are very high, the number of pupils admitted to a special program would be lessened considerably, thus affecting the number of special classrooms, special teachers, etc. It could also have an effect on other programs. If the lower I.Q. limit for EMR's was set at 60, it would add quite a few pupils to the TMR programs and thus add to the number of special classrooms and special teachers. This also might affect public relations with parents in a negative way.

5. The development of handbook of policies and procedures for the operation of special education programs is a major responsibility of special education leadership. The leader must work cooperatively with the special and general staff in developing these policies because he must have their cooperation in attempting to administer them. He will find out very quickly, unless he knows special education laws and finance very well, that the business administrator of the school district or districts probably will determine the policies and procedures wherein school finance is a major factor. As an example, the business for special supplies and equipment for a special program. Policies and procedures which have been cooperatively developed by all staff members, from the teacher to the superintendent, and are backed by the Board of Education resolution, can smooth the road of misunderstanding and personality conflicts.

6. The special education leader should study the curriculum of the regular program. Then he should confer with the superintendent, administrators and teachers to gain their point of view about curriculum, learn the relationship of curriculum to the goals of the school district and obtain the personnel's opinion of the community's ideas on curriculum.

He should then share with the staff his point of view regarding the special needs of each exceptional child by trying to work with them to see how this child can fit into the general curriculum, as much as possible. The viewpoint *must* be flexible and it must be consistent with the goals, as modified to meet special needs. It will vary from the very specialized TMR curriculum to the regular curriculum given the partially seeing pupils.

The curriculum should not be similar to an "experiential strait jacket" which is so adequately described in the following curriculum fable:

> One time the animals had a school. The curriculum consisted

> of running, climbing, flying and swimming, and all the animals took all the subjects.
>
> The Duck was good in swimming, better in fact than his instructor, and he made passing grades in flying, but he was practically hopeless in running. Because he was low in this subject he was made to stay in after school and drop his swimming class in order to practice running. He kept this up until he was only average in swimming. But average is acceptable, so nobody worried about that except the Duck.
>
> The Eagle was considered a problem pupil and was disciplined severely. He beat all the others to the top of the tree in the flying class, but had used his own way of getting there.
>
> The Rabbit started out at the top of the class in running, but he had a nervous breakdown and had to drop out of school on account of so much make-up work in swimming.
>
> The Squirrel led the climbing class, but his flying teacher made him start his flying lessons from the ground up instead of the tree down and he developed charley horses from overexertion at the take-off and began to get C's in climbing and D's in running.
>
> The practical Prairie Dogs apprenticed their offspring to a badger when the school authorities refused to add digging to the curriculum.
>
> At the end of the year, the abnormal Eel, that could swim well, run, climb, and fly a little, was made valedictorian.*

Curriculum, in its largest sense, means the facilities, equipment, furniture, supplies, books, and teaching aids which are part of the inventory. These must be consistent with the goals of the program if the handicapped child is to obtain maximum growth. Therefore, a good leader must be knowledgeable about the offerings of the Instructional Materials Center and see that the best materials are made available to the special teachers.

On the assumption that reinforcement of the learning situation is sound psychologically, it would be wise to be sure that the facilities, equipment and supplies were consistent with the goals of the program. The environmental situation would therefore contribute much to the growth and development of the exceptional child.

Leadership in the development of such facilities, furniture and equipment requires that the following personnel participate in the planning:

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*Filory, C.D., *A Curriculum Fable*, Secondary Workshop, University of Wisconsin, Summer 1942.

a. Special classroom teacher
b. Principal
c. Special and general supervisors
d. County and State consultants in the field of exceptionality
e. School house planning personnel
f. Architect
g. Assistant superintendents in charge of curriculum and business
h. Director of special education

It is essential that the goals of the program, the experiences required to reach these goals, the furniture, equipment and supplies necessary to a good special education program, be carefully planned by this committee so that support and cooperation will be achieved in the building and furnishing of appropriate facilities.

7. It is the leader's responsibility to see that in-service training is provided, consultant services should be available to assist the special teachers in utilizing the best methods and materials. He should start to move - but very slowly. Exploration with teachers as to where to go and what to do is absolutely essential. Real leadership attempts to draw ideas from the teachers by finding out what they think are their needs. In order to determine which of their needs are the most important, he should ask them to help him determine what are the next steps. A way in which this might be done is to let them rate their problems in the order of importance. This will help to determine first things first. It is essential to make them feel comfortable in the process in order to obtain their best thinking. By asking the teacher to help determine the way things should be attacked and how he can be of help to them, he will increase the feeling of their importance in the development of curriculum and in-service training.

In the development of resources he should help to release the creativeness of teachers. He should be on the alert to find teachers who have unusual talents - who might share these talents with other teachers. In this entire process, he must work cooperatively with principals. He must *not* go around them to the teacher. He should obtain the point of view of parents toward the goals of special education, but be very careful to not let them determine the experiences which are given the child.

8. The special education leader owes an obligation to see that each exceptional child has an opportunity for superior diagnostic workup. It is essential that ancillary resources be used whenever necessary. He must have a broad knowledge of such resources and how to use them. The case study data must be carefully presented to the Admission and Discharge Committee for decision. However, the first diagnosis is preliminary. The real diagnosis will be revealed by the adjustment the child makes to a specialized program. It is essential that a comprehensive evaluation be done at least once a year, or more often as the situation dictates. A staffing should be held to consider the written evaluation of the special teacher and to make plans for the following year. These plans should not only include placement but any additional workup necessary to help determine the diagnosis and enrich the continued planning for the handicapped child.

9. The special education leader should carefully study the school district plan for reporting to parents. He must work with the regular and special staffs to determine what course to pursue relative to the exceptional child. It could vary in scope from the one being used by the district for the regular pupil to one specifically designed for one type of handicap, i.e., the TMR.

The method of appraisal and reporting to parents must be consistent with the philosophy of the district and should carefully measure the growth of the child toward the goals of the program. The measures used should be clearly understood by parents and the method of reporting accepted by them. It is important to have a conference between the teacher and parent as part of the reporting plan.

10. Recruitment is a cooperative responsibility of the Special Education Leader and the Personnel Department. The leader must be familiar with the changing credential requirements for the teacher of the exceptional child, and he must keep the personnel office informed. He is in a position to inform that office of the major teacher training institutions and the appropriate person to contact. To the extent possible, he should assist in interviewing candidates. It is his responsibility to assist in the evaluation of special teachers and to work out a list of vacancies and additional positions. He should keep a list of scholarships and fellowships and inform the personnel office and principals. Counseling the special teachers should be done with the knowledge and cooperation of the principals.

He should encourage the principals to select superior teachers for training in special education and should work with the teacher training institutions to utilize his programs for teacher training wherever possible.

11. It is possible to enrich the special education programs by the development of community resources. The Lions Club's Sight Conservation Programs can be the financial backbone for volunteer transcriber groups for the blind and partially seeing programs. The Kiwanis Clubs can be the financial supporters of annual audiological evaluations of hearing and hearing aids; and many more.

A volunteer group can be formed to promote a recreation program for the exceptional child.

These are just a few examples of special education leadership in developing community resources.

It is his responsibility to utilize all necessary ancillary services and to help develop others.

12. Lastly, the special education leader must be able to either give direction to research or be able to utilize resources to constantly up-date and improve the special education programs under his jurisdiction. He must have the facts to make changes which are sound and good. He must encourage his staff to be innovative and give them the necessary security to follow through on something different from

accepted routines. During the process of teacher selection is the time to obtain the type of special education teacher who wants to create better ways of helping the child.

In conclusion, the best special education leader is *never* satisfied. He does not want change for the sake of change. BUT he wants to to be as sure as possible that every program is up-dated, broad and comprehensive.

CURRICULUM AND PROGRAM PLANNING

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I have been asked to discuss curriculum and program planning from the point of view of a generalist. I will restrict my remarks with respect to the process of planning. Rather than speaking to philosophical, psychological, and sociological issues, I have elected to concentrate on what is involved once broad goals have been set and proper account has been taken of the nature of the child, the learning process, the psycho-social background of the child, and the nature of knowledge itself. Let us all assume that we have reached consensus about such matters and that we now face the problem of deciding on what changes, if any, should be made in a curriculum presently in operation in a school.

The need for statements of objectives in behavioral terms. My first suggestion is so trite and self-evident that I hesitate to make it before this group. Yet, my experience in many school situations has led me to believe that far too often curriculum difficulties stem from confusion and lack clarity about objectives. To be sure, we all agree on broad general statements, many of them written into teaching guides. But such generalities, more often stated than practiced, are of little use on the "firing line" in the local school and the individual classroom. These general statements must be thought through by administrators and teachers alike to the point where specific behaviors sought as evidence of objective attainment have been identified and written down for easy reference. Such behavioral statements must be made not only with respect to end-behaviors sought, but also must identify steps along the way, steps which are suitable to the developmental patterns of children on the one hand and, on the other, which represent increasingly sophisticated and mature expressions of the final level of operation sought.

Now you may ask, of what use are such statements? Why take the large amounts of teacher and administrator time needed to develop such a list? Let me justify them by citing only three of many possible reasons for completing this task. First, such a list of behaviors is essential if the classroom teacher is to plan intelligently. If the teacher does not have clearly in mind what he seeks to develop or change in the behavior of the child, and I use the term "behavior" in a broad sense, then I suspect that his efforts are likely to be diffuse as well as sporadic. Such "hit-or-miss," fortuitous efforts, no matter how sincere the teacher, cannot promote orderly, properly-paced development which is gratifying to the learner. And without such satisfaction, learning is inhibited.

Secondly, if there is lack of objectives, spelled out in behavioral terms, no evaluation of a program, worthy of the name, is possible. In fact, I dare say that those of you working with federal and special state funds have found the evaluation requirements increasingly difficult to fulfill in a way satisfactory to yourselves and others. It is a truism that before learning can be evaluated, it must be identified in behavior sought. Only then can the degree to which learning has occurred be determined. This fact has importance not only for total program evaluation, but as the basis for teacher evaluation of day-to-day learning and the success of his plans.

A third reason is peculiarly important to program planning. Careful statement of ends sought leads to awareness of *all* educational objectives and, thus, assists to maintain balance in curriculum. In all too many instances, I see elaborate programs for testing knowledges and to some degree skills, but none, or practically none, aimed at ascertaining the degree to which attitudes have changed, human relationships have been improved, self-concepts have been affected, or values have been created. We all find it easy to offer statistics to show how children have improved in addition, spelling, use of language, and the like, but far too often our judgment of growth in the more intangible aspects of education is limited to "I think, I believe, or I am convinced" that betterment has taken place. Behavioral statements of objectives not only serve to assist us in determining growth, but also help to keep before us the fact that education is concerned with the development of the child as a total organism. In this way, we can avoid over-stressing, to the point of serious imbalance, any single aspect of schooling.

The need for evaluation. By this time, I am sure that you recognize that my use of the term *evaluation* includes much more than testing. There is no need to detail the many devices and techniques which might and should be employed in such a broad program for assessing curriculum adequacy and success. Rather, let me focus attention in other directions.

In recent years, there has been what sometimes seems to me almost an obsession among educators, laymen, and governmental officials for innovation, for new gadgets, for new "catch-phrases" of one kind or another. We have adopted all kinds of materials at a pace which would lead one to believe that only in the last decade and a half or so has anything worthwhile come down the educational "turnpike." Now, do not misunderstand me; I believe as do you that much room for improvement exists in school programs. I am not opposed to change, but I am opposed to change for its own sake. Not all change is progress, but progress, of necessity involves change.

But what has all this to do with evaluation. Let me illustrate by citing the case of one school district which embraced the "new math" when it first appeared on the educational horizon. Teachers and administrators whole-heartedly prepared themselves for the program and put it enthusiastically into operation. It took only a short time, however, to discover that some shortcomings existed in the program. Pupils, particularly those with lower mental abilities, for some reason steadily dropped in their ability to perform fundamental operations. Study of the situation soon made clear that enthusiasm for the new program had led to lack of adequate attention to such necessary skills. My point here is simply that evaluation is necessary if we are to secure evidence as to whether innovation produces better, as good, or poorer results than programs already in use. I would urge any administrator contemplating changes in curruculum to plan carefully for this kind of evaluation lest we follow a "pied piper" into blind alleys or serious difficulty.

I am concerned about evaluation from another point of view also. In my experience, I have found too little attention paid to the *process* of change itself. Often, we are so concerned with the *product* of curriculum change that we lose sight of this important facet. Let me put this notion into proper perspective by stating that in my view curriculum change can occur only when there is change in teacher behavior. If this be true, then the curriculum changer or developer is deeply involved as a people changer or developer. While it is true that courses of study must be developed and written in the course of curriculum development, it is also true that far too often the process stops short there. We assume that because a new course of study has been written and handed out to teachers a new program came into existence in the classroom. While this procedure may effectively substitute a unit on the dairy farm for one on the wholesale market, one list of spelling words for another, or one novel for another in a literature program, it more often than not fails to achieve the real goals sought. This is true because the actualizers of the curriculum have not been involved in the process of change.

There is a broad and growing literature on the process of change which should be known to one who would change people. I shall not attempt to review it here. Let me stress only the importance of evaluation of the change process. It seems to me that as curriculum developers, administrators must be aware of what is and what is not happening to the people with whom they work to develop curriculum. Since, in the last analysis, this group must include all who will affect the behavior of children, the administrator must have information concerning the success of his efforts to influence their actions, beliefs, and values. In other words, he must have evaluative data with which to judge the effectiveness of his leadership techniques in the process of curriculum change. To the extent that the process of change is more effective for some than for others, to that degree will the overall curriculum development plan be effected. It seems obvious that leadership strategies must be based upon and influenced by evidence as to their effectiveness with individuals as well as groups. In this sense then, evaluation of the process of curriculum change is a vital and integral part of curriculum development.

Evaluation data are also essential with respect to several other aspects of curriculum development. One such area is that of teaching procedures - both in a group or school-wide sense and in an individual sense. To illustrate my point, we are reading about and, in some cases, being pressured into using various new and/or old techniques and procedures to teach reading as though each were the panacea to solve all problems for all pupils. If the long history of research in reading methodology has any validity, we can predict that such ideas are likely to work well for some and not for others. Any administrator who plans to use some or all of them would be well advised to plan to secure data to assist him in determining for which pupils, under which circumstances each plan succeeds. Another example of what I refer to can be found in several of the current compensatory education projects with which I have had some contact. Here, the basic notion seems to be that "if a little is good, more is better." Pupils are subjected to additional hours of procedures which have already failed to reproduce results with little thought given to evaluating what takes place.

Another area needing careful evaluation is that of selection of equipment and supplies. We go to great lengths to evaluate some things such as durability of projectors, ease of operation of tape recorders, and the like, but we have only scratched the surface in studying the effectiveness of many types of supplies and equipment in promoting learning among children. For example, if someone were to ask you about the effectiveness of the maps you use in promoting the development of geographic understandings among pupils, how many of you could give a real answer? In the same vein, how effective are the encyclopedias you provide, the science kits you purchase, or the construction papers you use? Do you really know or do you merely assume they are effective?

Finally, if we take procedures, materials and settings, human and physical, as the components of what are popularly referred to as teaching strategies, what solid evidence have you secured as to the most efficient combinations in enhancing learning among your pupils? Certainly, effective administrative leadership must have some concern with evaluation in order to provide guidance in answering this type of question.

Thus, in these and many other ways the leader in curriculum planning must provide for and encourage evaluation not only to measure results at the end of the year, but also to provide feedback as the process of education proceeds from day to day.

The need for attention to school and classroom organization. An important part of planning for curriculum programs today, as always, is that of school and classroom organization. Many of you doubtless want to experiment with non-graded schools, cluster grouping, ability grouping, various other forms of intra-class grouping procedures, team teaching, and the like. Potentially, each of these ideas has educational merit, in spite of the difficulty in implementing them within our present categorical legislation in special education. Yet, as we are repeatedly warned, administrative arrangements are useless without proper regard for development of curriculum to fit them. Those of you who presently are using these procedures or plan to do so might well ask and seek answers to questions such as the following which are essentially program development issues:

1. What kind of scope and sequence is needed to make these plans work?

2. What kind of supplies and equipment are needed?

3. What sort of in-service training may be needed to develop teacher competence?

4. What sort of teacher guides are needed and who should develop them?

5. How will we provide for necessary articulation between classes and/or various school levels?

6. To what extent will we put a floor under, or take the ceiling off, the usual curriculum?

Other questions could be raised, but the curriculum issues seem clear. No administrative organization per se has yet proved to be the answer to educational problems; success or failure of new procedures is in large measure determined by development of adequate and effective curriculum designs. Administrators must have broad vision if they are to develop more adequate organizational schemes. Such schemes should grow out of program plans rather than being arbitrarily imposed - form should follow function rather than vice versa.

In another sense, also, attention to school organization is needed to maximize educational progress. Today, fortunately, we are experiencing an era when it is possible to staff more adequately the public schools. Increasingly, we have been able to secure specialized services of psychologists, psychometrists, school social workers, and guidance counselors, to name but a few. In addition, we are experiencing renewed interest and cooperation from various sorts of non-school agencies. Potentially, at least, such assistance can have great impact on the educational welfare of children. The administrator is in a key position to give leadership in bringing such potential to fruition. All too often specialized personnel function in a kind of vacuum where their findings and insights are used to explain why some individual has failed to succeed in an ongoing program rather than being used to modify such a program to better meet the needs of the individual.

Administrative leadership is needed to bring all who work with children together in ways which will facilitate such planning elements as:

1. Communication - Written reports are needed, but too frequently they are not enough to insure change. Face to face discussions among all concerned result in better planning.

2. Decision making - Joint judgments arrived at after careful consideration of the views of all lead to wiser planning and more consistent attack on needs. Responsibilities and functions of individuals can be seen more clearly as part of a total effort and the most effective level at which decisions should be made can be identified if such joint planning is done.

3. Staff development - Opportunities for full discussion of facts and issues lead to greater insights and understanding, essential parts of professional growth.

4. Public relations - Full understanding and participation obviously can result in improved internal public relations and is likely to provide better external relations as all who contact our many publics grow in their ability to interpret a program to them. In addition, more avenues are opened to allow for feedback from lay persons as to criticisms and suggestions.

Conclusion. This morning I have attempted to direct your attention to three elements of program planning - the importance of behaviorally stated objectives, the need for evaluation, and the necessity for attention to organizational matters. All are critical as you work to better serve children. I hope that my brief remarks will be of assistance to you as this conference proceeds.

CHANGES IN CURRICULUM AND PROGRAM PLANNING

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In the time alloted to me, I plan to consider the subject of the day, "Curriculum and Program Planning," in terms of some of the changes that have been made in both areas and some of the conditions which have brought them about. I should like to acknowledge my particular indebtedness to two sources of material from which I have drawn: *New Frontiers in Education,* compiled and edited by Fred and Corrine L. Guggenheim and *The Necessary Revolution in American Education* by Francis Keppel.

Often we think of changes in our society - what we do and how we do it - as the result of slowly developing evolutionary processes. Such however has not been the case with many dramatic changes that have occurred in the field of education during the last few years. An inciting incident, the thing that caused the immediate agitation of the last ten years, was the launching of the first successful sputnik by Russia, October 4, 1957. The American people reacted to the news with intense feelings expressed in a variety of ways: with dismay that any country other than the United States had done this thing; with chagrin or a feeling that we had somehow suffered a loss of prestige in the world community; with questions as to the competence of our scientists and technicians in the field of space technology; with a tinge of fear for national security. There was a general question in the air: "Where did we goof?" After these first reactions of shock and surprise had subsided, men of sober thought and action began to try to identify, analyze, and evaluate the factors in the situation.

There were other conditions involved in the realization of the need for changes. One was the tremendously accelerating rate at which new knowledge was being acquired. Dr. John I. Goodlad dramatized the situation when he stated that if the accumulation of knowledge were to be plotted on a time line, beginning with the birth of Christ, it is estimated the first doubling of knowledge occurred in 1750, the second in 1900, the third in 1950, and the fourth in 1960. The question of what to teach was steadily becoming a more pressing one and one difficult to answer. Mr. Keppel has stated that one reason the need arises for change is that we can no longer add to the crowded functions already labeled educational.

In an editorial which appeared in *Publishers' Weekly,* January 11, 1965, Roger H. Smith wrote:

> Judging from the opinions of the educators who spoke at the American Textbook Publishers Institute - United States Office of Education conference, the tried and the known are no longer adequate. Course *content,* they indicated, will be de-emphasized. Because of the knowledge explosion, there is simply too much subject matter to be covered. Instead,

> learning *situations* will be the key. Differences among learners will be fully recognized. In education, as in the world of work, it will be increasingly an age of specialization, tolling the death knell for the omnibus, all-purpose, used-by-everybody textbook. For specifically educational publishing, shorter units, more rapidly produced, appear to offer a way of turning in a shorter radius.

Someone has referred to our time as an "age of rising expectations" - a time when not only individuals, but whole sections of our society and whole nations are struggling for means of making better lives for themselves. Within our own country, these problems have many facets: church and state relationships, relations between federal, state, and local government, allocation of resources, and the problems of undeveloped nations of the world.

President John F. Kennedy raised the status of the problems and responsibilities of education in his "Message on Education," delivered to the 88th Congress, 1st session, January 29, 1963, when he declared:

> Ignorance and illiteracy, unskilled workers and school dropouts - these and other failures of our educational system breed failures in our social and economic system.

Later, the President emphasized the fact that improvement in education was essential:

> ...education is of paramount concern to the national interest as well as to each individual.

He specified goals of improving quality and quantity of education and the need for giving special attention to increasing the opportunities and incentives for all Americans to develop their talents to the utmost. After spelling out detailed recommendation to the Congress, he closed his address by saying that his program

> ...provides for economic growth, manpower development, and progress toward our educational and humanitarian objectives. It encourages the increase of knowledge, skills, attitudes, and critical intelligence necessary for the preservation of our society. It will help keep America strong and safe and free. I strongly recommend it to the Congress for high priority action.

On January 12, 1965, President Lyndon B. Johnson made other far-reaching recommendations to the 89th Congress, closing his speech with this statement:

> Once again we must start where men who would improve their society have always known they must begin - with an educational system restudied, reenforced, and revitalized.

Thus sputnik, knowledge explosion, rising expectancies for a good life, and official recognition of status of education have created an atmosphere and a demand for changes in the educational field.

What then can be said of the changes that have taken place as an outgrowth of the conditions we have enumerated? Before considering specific changes in subject matter and in school organization, I would like to discuss two points of influence which have tended to pervade this period of change. One was that great sums of money were made available for a wide range of educational projects. Time does not permit detailed discussion of the various acts and titles, but it can be said that in the Office of Education alone, the budget moved from $1.5 billion in 1965 to $2.3 billion in 1966. Figures from other branches of the Department of Health, Education, and Welfare which are being spent on research and projects closely related to education would materially raise these figures. It would also be pointed out that recent legislation and appropriations concerned with education have tended to be renewed and to extend benefits both as to time and range of coverage. It also seems sage to say that our leaders have the support of favorable public opinion in these actions.

Mr. Keppel reports that in the fiscal year 1966, the budget for research was nearly $100 million, one hundred times larger than a decade before and four times larger than the previous year. There is no part of the vast complexity of educational activity which has not felt and responded to the stimulus of federal aid. While it is recognized that money alone cannot bring about the desired results, we know that money can be used to train new teachers and retrain experienced ones; it can build schools, libraries, laboratories and can provide books and equipment; it can supplement salaries; it can support special programs designed to alleviate some of our social problems such as racial inequalities, inequalities of opportunity such as are found between races in big city slums, among functionally illiterate adults and among those unemployable because they need vocational re-training, and among school drop-outs and juvenile delinquents.

A second general point has to do with the methods which have been widely used to effect changes in course content, the arrangement of the content in sequential order and/or grade placement, and sometimes, their method of presentation. Traditionally, such work had been done by teams of writers working for textbook publishing companies. Now, groups of educators, drawing personnel from all levels of educational work, from kindergarten level to the highest levels of college scholorship, financed by private foundations, local funds, and federal funds, worked together and called in specialists from other fields to help them.

I hope you will accept the following capsule presentations of changes that have occurred in subject matter areas as mere sketches, to be followed up by your personal reading and study if you wish to gain real insight into these matters. Some treatments of specific nature seem to be indicated; hence the following summaries.

Mathematics. The desire to teach more mathematical concepts sooner has caused a search for principles and techniques that can lead to deeper understanding of mathematics. In addition to the traditional emphasis on mastery of computational skills, there is emphasis on the grasping of abstract principles because such knowledge enables an individual to accomplish more in less time; one becomes able to solve classes of problems rather than one problem at a time. Among the topics being tried out in lower grades are sets, logic, geometry, equations and graphs. Later the principles of ordered pair, relation and function are introduced, along with further work on graphs, scale drawing, vectors, probability and statistics. Use of symbols is stressed throughout. Knowledge and skill in the use of computing machines frees older students' minds for thinking and reasoning.

Science. The science Curriculum Improvement Study group has found traditional content and procedures inadequate and is engaged in research to reveal better information. Meanwhile the general plan is to bring children at an early age to first hand experience with natural phenomena, to challenge them to build useful scientific concepts. Mr. Robert Karplus lists as key constructs that constitute suitable subject matter for elementary curriculum: matter, living organism, variation within a population of similar individuals, physical system, and interactions. Gradually, the child is to proceed from concrete to abstract thinking, which will lead him to "scientific literacy," which will enable him to read and to interpret advanced information as though he had obtained it himself. Mr. Karplus envisions that revision of high school curricula will occur as students who have developed this degree of understanding, reach the high school level. These students must have experiences that are different from their usual ones: substances that are to be manipulated, use of instruments that extend the range of their senses, experiences that have to do with unusual environmental conditions, and observation of living organisms. These concepts are to be organized in the broad blocks of subject matter but they are to be augmented by related subject matter such as anthropology, geography, geology, psychology, economics, and sociology.

Language Arts. Since volumes have been written on the teaching of reading without exhausting the possibilities of the subject, I shall limit this discussion to two or three aspects of some more or less modern practices. First, the Initial Teaching Alphabet (i.t.a.), developed in England by Sir James Pitman, has been introduced into some American schools on an experimental basis. Briefly, this system consists of printing beginning reading material in terms of 44 printed characters. The major advantages claimed for the system are that capitals are simply lower case letters in larger size, the phonetic scheme of representation is simple, children learn to read independently at an earlier age than with the traditional system, and make the transition from i.t.a. to standard printing easily and sometimes without any aid or direction. The material has not been copyrighted. British investigation of the effectiveness of the system is still incomplete, and some of its advocates make less sweeping claims than some American users of this material.

While many teachers of reading have long approached and taught reading on an individual basis, the name Individualized Reading carries some definite and additional connotations. In general, it applies to programs for children who have already learned to read, it involves free choice of reading material chosen usually, not from a basic reading series, but from "trade books." Evaluation of progress is based on teacher-pupil conferences. Instruction to individuals and small groups is given to meet their particular needs. Duration of the program is dependent upon the type of school organization but is often limited to primary and lower elementary grades. Advantages attributed to this type of instruction are: Children are highly motivated and their attitudes toward reading are good; pupils choose books on subjects which interest them and which are within their range of comprehension; classroom work can proceed without interruption; conferences provide for incidental teaching and stimulation of a high order, for example, reading for hidden meanings, insights, and critical evaluation of vocabulary, theme and style.

A modern program of Language Arts stresses the importance of the individual and puts considerable emphasis on a child's attaining fluency and spontaneity of expression, with less demand for correctness than traditional methods required; it recognizes that the level of language should be suitable to the time, the place, and the purpose for which it is to be used. Oral expression, with improvement through listening and and repetition, takes precedence over written drill. It is desirable that the program should reflect a positive tone and that its course content should be based on pupil interests and experiences. Basic skills, including certain kinds of creative writing are taught as communication in a functional setting, usually at the level of informal standard English usage. Study of formal grammar of Latin derivation is being replaced by "structural" grammar: a child learns that certain kinds of words perform certain functions in characteristic places or structural patterns of sentences. He learns a number of these sentence patterns through an inductive approach; upon this basic structure, refinements can be made as needs arise.

The development of writing skill, too, is based upon a child's recognition of a need to express himself, though the need may vary from writing as a means of pleasing oneself or his associates in a family or school situation. There is a belief that a large quantity of writing leads to greater ease in writing, generates its own need for increased vocabulary and varied sentence structure, and leads eventually to *good* writing. Evaluation of composition work does not deal with the marking of mechanical errors, but seeks to teach procedures by which a writer may proofread his own work. Highly programmed texts of programs for teaching machines are said to have great possibilities for teaching the mechanics of language and its usage.

In spelling programs there seems to be a tendency to stress the phonetic approach and the general patterns of spelling. The basic need that is stressed in teaching spelling is that society demands a certain degree of proficiency in spelling for acceptable written communication.

As to handwriting, an undefined "legibility" standard has been tacitly accepted, so that teachers expect and accept a wide variation in quality. Most writing drills have been discarded. Functional use of writing, with attention on individual correction of troublesome letters seems to be a common approach.

Seldom do modern elementary schools undertake direct teaching of children's literature; instead, a great variety of what is considered good literature is provided, and the child is permitted to choose his own reading material to meet his own interests and needs.

Foreign Languages. Perhaps no other area of the curriculum has undergone more change than that of foreign languages. The objectives have changed from that of gaining a superficial ability to read a language with the facility approaching that of a native. Under the linguistic approach, a student learns in the sequential order outlined above, from materials which take into account the points at which the new language being studied differs basically from his own native language, so that his difficulties are minimized. Stress is put upon early mastery of the basic sound system and the basic sentence patterns of the new language. Four years of study is set up for a desirable minimum, with daily instruction a vital part of beginning study. It is recognized that those students undertaking a new language after seventh grade, will probably have more trouble learning to speak properly than those starting in lower grades. No credit should be given for less than two levels of foreign language, yet pupils with varying abilities should be encouraged to master at least one level. All college-bound students should complete at least three levels and should be encouraged to complete four. A great spread in language learning ability is to be expected; it is considered desirable to form sections for Level II and above according to student ability.

Students who prove unusually apt in language learning during their first two levels, may profitably undertake a second foreign language during a summer session or on alternating days of their last two years of high school work.

A-LM or Audio-Lingual Materials were prepared by a government-financed group of specialists, such as has already been described. Programs are available for four-year courses in German, French, Spanish, Italian, and Russian.

In the United States it is estimated that there are between three and four million primary and intermediate pupils studying a foreign language. Although theoretically these children have an opportunity to learn to speak fluently, quality of the teaching is apt to vary widely. Not many classroom teachers are prepared to teach a foreign language, and individual school plans are many, ranging from having a qualified teacher on hand every day, TV special presentations conducted from a distant point, to a non-prepared teacher working with recordings. In most school systems which offer an elementary program, it is considered desirable that students should have completed at least one level by the time they reach seventh grade.

Social Studies. In 1962, the Department of Health, Education and Welfare announced the availability of funds to sponsor social studies curriculum centers in universities and state departments of public instruction. The twelve centers established under this program and perhaps thirty other programs of national significance being sponsored by foundations, scholarly organizations, and public schools bear ample witness to the importance of this area of knowledge. Mr. William H. Hartley, Professor of Education, Towson State College, reports some general trends found in the studies: analyses and statements of generalizations and concepts to be included; the team approach to the problems involving university scholars, method specialists, teachers, and experts in evaluation; effort to secure continuity and sequence from K-HS; the addition of economics, anthropology, sociology and social psychology being made to the traditional geography, history, and political science; attention being given to building of skills, attitudes, and appreciations; use of the discovery methods of social scientists; and making use of various media of presentation - texts, audiovisual materials, source materials. The new courses will evolve from study, organization, re-organization and revision. Evaluation is an essential part of the procedure; workers are faced with the difficult task of choosing topics to be included, treated fully or in part, and those to be omitted. Narrow nationalism is giving way to a world point of view. There is considerable divergence in the programs proposed, so that we may expect no one answer.

I am sure that you are aware, as I am, that there have been important changes in curricula other than the basic academic courses I have discussed. Home economics, sex education, driver education, vocational courses, and testing are some other areas that are undergoing changes of addition, deletion, or new emphasis.

Many of the frustrations that have been felt within the past few years may well have arisen from attempts to deal with new materials and concepts in traditionally oriented and organized schools. We have discussed the idea that much of the most effective learning is done when a child is highly motivated to work on projects that are important to him. When the wide range of differences is added to this statement, the difficulties become apparent. Several types of organization and methods of teaching have been devised in attempts to solve these problems and some others that have to do with evaluation of progress. Team teaching, the non-graded school, and the "core" or dual progress plan and some of the newer methods of teaching such as programmed instruction and machine teaching, education TV, and language laboratories call for administrative decisions and planning of great importance.

In the midst of these changes, it seems to me that the establishment of the network of Instructional Materials Centers represents a positive and unique effort. Using the best technological knowledge and equipment, the centers should prove to be a means of closing the traditional gap that has existed between research and application; they should be a ready means of surmounting the problems of distance and lack of communication. Through the Network when it is fully operational, every teacher should have ready access to all of the material available which may be brought to bear upon a special problem. It is an interesting, thrilling, and challenging thing to be a part of this service agency with its unlimited potential.

The American Printing House Instructional Materials Reference Center for the Visually Handicapped objectives and progress to date are as follows:

The Center will serve as a national clearing house for educational materials for the visually handicapped only. As we become fully operative consultive services will be made available. Our activities will revolve around the following objectives:

1. To establish and maintain a central catalogue of information about curricular and instructional materials for visually handicapped children.
2. To supply, upon request, lists and descriptions of materials together with information concerning their sources and costs.
3. To discover, describe and evaluate materials already developed for use in education of visually handicapped children.
4. To develop new materials or adapt already available materials and evaluate their usefulness.
5. To develop manuals or sets of instructions describing how the special materials for visually handicapped children should be used.
6. To provide a steady flow of information concerning available materials to the field.
7. To provide exhibits, lectures, and demonstrations on educational materials to professional meetings, teacher training programs and school systems.

The Center became a physical reality in January of 1967. A large area includes facilities for the office staff, Center displays, and the Card File of the Central Catalog of Volunteer Transcribed Textbooks.

Currently we are in the process of key punching the information from the Central Catalog so that our IBM machinery may provide us with lists. Our first print-outs should be available in 1968.

Also space has been provided for a model shop. The project engineer is making prototypes of selected aids.

Progress is being made in searching out the commercial publishers who produce large type materials. An exhibit of such materials is on display at the Center.

A Central Registry for Educational Aids is in its infancy. The locating of effective usable aids will be a continuing process. Reference service from this file will be available in the new future. It is anticipated that the Central Registry for Educational Aids will give service comparable to that now provided by the Central Catalog of Volunteer Transcribed Textbooks.

And so it would seem that we have come full circle. We have discussed some changes in Curriculum and Programming that have arisen because of certain recognized problems and needs in our society; in evaluating the effectiveness of the changes we must consider their trends toward meeting these needs. If weaknesses in our educational system have contributed to the problems, are these educational changes directed toward improving our social well-being? Although it seems too early to see a final answer, surely we can see some positive trends: an attempt to cope in a realistic manner with both the increase in population and knowledge; a willingess on the part of our society as a whole to recognize the importance of education as a suitable tool for effecting social change and a growing readiness of federal, state, and local educational agencies to work together to achieve national objectives and a willingness to spend large sums of money on research in all areas of the educational complexity - particularly the approach to the equating of opportunities whatever the underlying causes of inequality may be. A new emphasis on the importance of recognizing and providing for a wide variation of individual differences; an effort to improve the quality of education by a more cooperative approach among professional personnel in determining what is to be taught; a willingness to try varied methods of organization, teacher roles, and methods of instruction. Dr. Leo E. Connor in his first message as President of The Council for Exceptional Children issues a challenge to professional educators in Special Education:

> We must make a major effort to teach and research and administer in the here and now for the exceptional children who are our concern. We must devote a part of our strength to anticipating the future. Change, yes - but change for something better.

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BEHAVIOR SHAPING

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This morning I would like to introduce some Level One aspects of behavior shaping which might go on in an experimental laboratory and in a one to one special teaching situation. Tonight I would like to translate what we will discuss this morning into classroom reality as it exists in the public school. Therefore, we will discuss principles in a simple situation this morning and then move to a far more complex version of the application of these principles in the public school system tonight.

What you or I do when we are confronted with the responsibility for helping a child with a learning problem has a great deal to do with how we view such a child. In this way we are like the visitor to an art gallery who comes upon a unique piece of sculpture. The visitor may look at this piece of sculpture from several points of view. The first point of view might be concerned with the origin of the work. Where did it come from, what was on the artist's mind when he fashioned it, and what was he trying to convey? Another point of view might be to look at the sculpture in terms of its structure and ask such questions as "What materials were used to fashion it? How is it constructed?" Finally, a third possible viewpoint would be to look at the sculpture and merely ask, "What is it good for? What is its function? Does it fit into its environment? Is it adaptive?"

The child who demonstrates a behavior problem in the classroom is often viewed by the teacher from one or more of these points of view. Why is it that his behavior occurs in the way it does? How is it his central nervous system might be related to the behavior which we see? Or, what about the behavior the child exhibits, itself? Is it adaptive or maladaptive? Does it fit or does it not fit? This third point of view is a behaviorists's point of view and suggests that a great deal can be done to help children with problems in the classroom by looking at the behavior they exhibit and not necessarily becoming preoccupied with the origin of the behavior, its meaning, or its possible physiological correlates.

The behaviorist has had his problems in communicating with the educator. People who write about operant conditioning are often quick to point out that individuals operating from a psychodynamic or psychoanalytic frame of reference have simply not communicated with the educator or had a great deal which has been useful and practical to offer to them. Unfortunately, some of these critics are at the present time guilty of these same problems. The reliance on an alien vocabulary, the lack of understanding of the specific, practical needs which teachers have, and the lack of awareness of difficulty in communicating theory developed in the experimental laboratory to individuals operating in a highly uncontrolled and ever changing working environment are among some of the problems. I hope that I will be able to share with you today a rather practical translation of some of what have been called behavior modification techniques which have emerged from the experimental laboratory. The practical emphasis has caused some of our work to be referred to as "soft Skinnerian" but hopefully it will be of relevance to the field of education today.

I'm talking about approaching the child from the point of view which asks whether or not his behavior is functional or adaptive. I'm talking about an approach that does not worry to any great extent about the origin of that behavior, either psychically or organically. This does not mean that psychic and organic factors are totally disregarded. The pursuit of any approach using tunnel vision is fruitless. What I am talking about is a matter of emphasis. Obviously, everything known about a child in terms of his psychological and physiological condition is useful in understanding him. But when it comes to actually teaching him and changing his behavior, preoccupation with these causal events may lead to limited success and inefficient teaching efforts.

There are at least four considerations relevant to behavior shaping in education. The first is that the behavior modifier is an individual more concerned about the consequences of not helping the child change his behavior than he is with where the behavior came from in the first place. He is not caught up in the long-standing controversy regarding whether or not symptom removal is a cure or only a temporary masking of a real problem. Secondly, the behavior modifier keeps an open mind. He looks at the child as a potential learner at least capable of learning something, not as a helpless psychiatric or neurological casualty. The child, then, is not viewed as a failure whose ominous psychiatric or neurological label obviously precludes his learning but as a candidate for making some change in his behavior in a positive direction. The child, who is making no such move and learning nothing is not seen as a child failure but rather as a teaching failure. Viewed in this way, there really is no such thing as a child failure, for when we fail to teach a child at least something which moves him in the direction of better adaptation, the responsibility for this failure is clearly our own. Coaladarci at Stanford University did a study some time ago. He went over some seven thousand report cards of elementary age children in the Palo Alto City Schools. These children had all received either a D or an F, and District policy requires that the teacher giving such a low grade write a justifying comment next to it. Out of these seven thousand cards with the D's and F's, seventy-seven percent of the comments clearly stated that the child had failed and that, in essence, the teacher and school had done all that they could. Some twenty-three percent of the comments, however, alluded to the possibility that the school and teacher would have to find a way to involve the child in the subject or make up certain deficits which were standing in the way of the child's achieving. While it's a small percentage, I am pleased that twenty-three percent of teachers will ask questions regarding their teaching effectiveness and question this effectiveness rather than attribute the problem to the child alone.

A third consideration of the behavior modifier is to begin teaching the child at whatever level he may be functioning. It views the child who is not learning in the classroom as perhaps not ready to be there in the first place. While the child may not be ready for the level of expectation of the classroom, he is, however, considered at any time ready to learn something. It becomes the job of the teacher therefore to get the child ready to be in school while he is actually there. This is very important. This is a summary statement of my basic philosophy in special education. In order to accomplish the provision of "somethings" which are necessary to help the child get ready for school while he's actually there, we have to start at the most basic level. It may be that if a given child cannot sit in his chair for very long periods of time, you will have to introduce a Chair sitting Curriculum or it may be that we will have to offer such courses as Mouth Closing 1A or Turn Waiting 2B to help him eventually succeed in school.

Teachers don't often get excited about merely assisting a child to sit in his seat thirty seconds longer one day than he was able to sit in it the day before. It seems that our rewards as teachers are intellectual accomplishments, we perhaps feel that we have not succeeded to any great degree. I think this needs to be looked at carefully by education and changed. One of the messages from the behavior modifier is: Consider nothing too basic if it seems important in the sequence of behaviors the child must learn. Obviously, you're going to have to have the child sitting in his seat and paying attention before you're going to be able to teach him. I recall observing a program for psychotic deaf children in one of our state institutions. These children were being taken through a language lesson, and they were literally crawling up the walls. The teacher was pulling one off the file cabinet while she was getting another out from under his desk. Throughout this struggle, she was holding up word cards for them to look at and accociate with pictures. This noble effort continued for a full forty-five minutes. After it was over the teacher came to me as I had been observing through a one-way mirror and said, "Well, we got through forty-three word picture combinations today." I said to her, "I think that's great but, you know, it may be that some things will have to be done with your class before these word picture combinations are really going to be of any use to them." This teacher's face dropped to some extent, and it was obvious she was disappointed to hear that I had not been appreciative of her seemingly important academic accomplishment. I tried to convey to this teacher that we would like them to learn and often back up, setting our expectations on a "thimbleful" level and resisting the more personally rewarding "bucketful" orientation. I find that far too many teachers that I talk and work with are "bucket" oreinted. They want a "buckets" worth of accomplishment or learning to take place with the children with whom they work, and they seldom get excited over a "thimbleful" of accomplishments.

Fourth, a very important principle that the behavior modifier offers education is the necessity and respectability of failing gracefully. The behaviorist approach emphasizes looking at why particular teaching efforts did not succeed and enables the teacher to understand such failures in terms of components of learning which she can do something about. The teacher using this approach can gracefully back up and ask less if necessary to insure a later success. The teacher is encouraged to question each failure and look at it systematically as a teaching act that needs improvement rather than to react personally to the difficulty and feel devaluated and inadequate as an individual.

The behavior modification approach is in many ways a statement of what teachers have been doing in classrooms over the years in the first place. It is, however, a broader and more systematic statement of the teaching and learning process. I have presented films like the one you are going to see on operant conditioning to groups of teachers and had some of them come up afterwards and comment, "Why, that's not operant conditioning at all. You're just talking about good teaching." I always enjoy hearing such comments, because that's exactly what we are all interested in--good teaching. Operant conditioning is really not any more mysterious than that.

In addition to sharing some of the strengths which I feel the behavior modification approach has for special education, it is appropriate to point out some of its obvious weaknesses. Essentially, the behaviorist is more concerned with changing the behavior than defining which behaviors should be changed and setting appropriate goals for the teacher. This approach tells you how to get some place with the child but doesn't spend much time discussing with you exactly where you should go. For the past several decades, special education with disturbed children has been dominated, in terms of theoretical influence, by various kinds of psychoanalytic theory. The psychoanalytic approach has dictated many important goals which we should be attempting to achieve with children who have problems in school but has given us very little to work with in terms of methodology for implementing these goals. This is an interesting contrast, two approaches that mirror one another, one strong in goals but weak in methodology, the other strong in methodology but weak in terms of implications for goals. The behavior modification approach may charge the teacher with the responsibility of looking at the child's behavior and deciding whether it is adaptive or maladaptive. Sometimes these two categories are far too broad for the teacher to use efficiently.

Because of my interest in increasing our efficiency with all kinds of exceptional children, I realize the importance of selecting critical educational goals before worrying about methodology for implementing them. I have passed out a developmental sequence of educational goals which is a statement of the behaviors which are necessary for learning and provide us with a frame of reference for viewing the child and setting goals in order to help him. Briefly, the sequence states that in order for successful learning to occur in school, five readiness levels must be accomplished by the child. He must learn to pay attention, to respond, to follow directions, to explore thoroughly and accurately in a multisensory manner, and function in such a way that he gains approval and avoids disapproval from others. Most children, before they enter school, have accomplished these goals: but the children that you and I are concerned about are often disabled because of their inability to pay attention or to readily respond or to order their behavior or to explore thoroughly and accurately or to function in such a way that they are recipients of approval rather than disapproval from others.

The two top levels on our sequence, mastery and achievement, relate to the intellectual cognitive orientation of the school. On the mastery level, we're working on academic skills. The achievement level is a statement of the self-motivation for learning we would like to see develop in all children.

Using this statement of the critical goals for learning which we must help children achieve, we return to the behavior modification methodology and attempt to implement attainment of these goals using what we call a "learning triangle." There is no child who cannot be taught something if we provide the ingredients that make up the three sides of this triangle. The first side has to do with selection of a suitable educational task. This developmental sequence you see before you is a statement of the goals toward which various tasks we might select for children might move. We're actually trying to build a specific curriculum based upon attainment of the goals on the developmental sequence. The second side of the learning triangle which must be taken into consideration is provision of a meaningful reward for learning. Educators are often somewhat uncomfortable considering "rewards" in learning. All of us are desirous of helping children acquire a true love of learning which makes intrinsic motivation the basis for progress in the classroom. When someone comes along and says if necessary to motivate a child, use some tangible reward such as a piece of candy, it may appear as a basic threat to the educational value system of our society. This is a narrow and rigid way of perceiving an essential ingredient in learning. It is a logical consideration to move down the scale of possible rewards which we can offer children to the level that does provide something meaningful to the child and makes it worth his while to participate in learning. The use of such tangible rewards we have found is only necessary on a temporary basis, and before long, once we have initiated successful learning, children on their own accord are effectively rewarded by more traditional consequences of social praise, grades, knowledge of results, and the like. The base of the triangle, we call structure or degree of teacher control. Here, we are talking about the conditions which we attach to certain tasks given the child which determine whether or not he will get the reward we have for him. That's really what structure in education is all about. Teachers seldom give children tasks without some strings attached to them. These strings have to do with when he does the task, where he does the task, how he does the task, and how well he does the task. These considerations will determine whether or not the kind of learning rewards, whether a smile from the teacher or a grade on a report card, will be available to the child.

We use this developmental sequence chart I have passed out to give us some idea of what goals to set for children and what kinds of rewards are apt to be meaningful for them in the process of working toward these goals. I would like now to show you a film of behavior modification in action. It is a film showing the teaching of reading and speech to two autistic boys. I hope it will become readily apparent that the program developed for these boys had far more involved in it than mere application of behavior modification methodology. The developmental sequence of educational goals was our first concern, and we attempted to implement these goals using the learning triange considerations which I have just discussed.

PRESCHOOL PROGRAMMING FOR HANDICAPPED CHILDREN

Adah-Marie Miller
Team Leader, National Teacher Corps
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Where do you begin in planning programs for handicapped preschool children? I don't need to tell you, because you are administrators, that one of the crucial elements in any educational program is personnel. Care enough to have the very, very best. Care enough to pay for the very, very best. Teachers are terribly important, but never more so than in these early, formative years. And the other personnel at a preschool are important too. Never underestimate the impact of the nurse, the nutritionist, the teacher's aides, both paid and volunteer. For all of these people serve as language models for the children. And in the case of the doubly disadvantaged - children of low income families of Negro and Mexican-American parentage who have learning difficulties - language is one of the greatest impediments to success in the elementary school situation. So that one of the important tasks of all of the preschool personnel is to serve as language models for the children.

Preschool children also benefit greatly from identification with the male staff members, so please, when you are writing your proposals for preschool programs for handicapped children, do specify enough money to pay men. We were very lucky in our preschool at USC because we were operating under the direction of the Special Education Department and so were able to attract men who were students in the Special Education graduate program. Of our teaching staff of six, three were men. Jim Hasselman had studied with Dr. Hewett at UCLA, Al Shore was a doctoral candidate in Special Education at USC, and Marciano Munoz had come from the Imperial Valley to study at USC with Sophia Salvin. These three men added a dimension to our total program that could not have been obtained in any other way. Children from families where the father is often absent from the home especially need men in the preschool program.

And if you cannot find young professional men, as we did, reach out into the community. The Headstart programs emphasize hiring of "indigenous" personnel. Emulate this. One of the most inspiring preschool programs in Los Angeles is run by Mexican-Americans for Mexican-American children. And the Mexican lady who is the cook turns out wonderfully attractive and satisfying taco-type lunches for the children. There is a feeling of warmth and involvement in that school that makes middle-class stereotyped preschools seem sterile and pallid by comparison. Find out if there are young men in the community who would welcome the chance to work as teacher aides in your preschool for handicapped children. Who knows - the experience might provide the motivation for them to return to school themselves. So, for teachers, for assistants, for aides: pay enough, get good people, get good language models, get men.

Now, for the psychologist, I think something special is called for here, and that something special was described by Bernice Thompson, chief psychiatric social worker for the Family Guidance Clinic for Children's Hospital of the East Bay, Oakland. Miss Thompson told the Headstart training group at San Francisco State College: "We need a new kind of resource, a different model, to meet the emotional needs of young children who are entering Headstart and similar programs. I would suggest the formation of a team of the teacher, an administrator in the school and a very skilled clinician from the mental health field - this could be a person in psychiatry, social work or psychology, trained and skilled in diagnosis, consultation and brief psychotherapy with children and families. The decision to hire the consultant - whom I shall call a Mental Health Consultant - should rest finally in his compatibility with the designated school administrator and teachers who will make up the working team..." There it is again: the team concept. Time and again during the presentations at the conference we have heard allusions to working together, to the team approach.

And the Mental Health Consultant, emphasizes Miss Thompson, "should have considerable experience and a reputation of competence in his field. To hire a newly trained person or a trainee is, at the least, fool hardy. When you hire a consultant you can make demands for real help. If the teacher needs help in understanding a child's special problem the Consultant is available. If a parent needs a conference or a brief series of meetings to cope with a pressing emotional problem in a child, the Consultant could do that too. On the basis of having obtained positive help when he needed it a parent may then be enabled to wait for long term treatment in one of the agencies or clinics, or short term help may be sufficient... Some will state that since the time of a Consultant is limited it is better to have the Consultant help the teacher help parents. I disagree for several reasons. The teacher has a big enough job in teaching the children and working with parents utilizing the usual teacher-parent conference. It seems too much to expect the teacher to also learn further skills in the area of helping the parents develop awareness of the emotional problems of the child. If the Consultant assumes this responsibility the teacher may sometimes sit in on these consultations contributing invaluably from her knowledge of the child in the classroom while the Consultant can tie this into dynamics of the family. The Consultant could also conduct regular parent discussion groups focused on emotional and physiological growth problems of children thus providing the basis for a trusting relationship with parents which would help the parents accept the need for treatment of emotional problems when this is icated...."

Think, administrators of Special Ed programs, how important this could be in dealing with the emotional problems of parents of handicapped children. Further, the Consultant can also be a real source of strength within the teaching staff of the school. "We need to acknowledge that the teacher will also have emotional problems, some of which may be reactive to the task of teaching and working with handicapped children and their families. These will be normal emotional problems in relation to stress in the job. But normal as she may be, a teacher may need someone in the school setting available for consultation with her own problems. Some of the emotional problems in a teacher may spring from personal conflict which the stress on the job merely activates. In this case the school administration should not only encourage the teacher to obtain personal psychotherapy, but grant time off when possible for the interviews or insure that the teachers' health insurances cover some portion of the fee for the treatment of emotional problems. A consultant can also conduct therapeutically oriented discussion groups for teachers. I am suggesting that we allow the teacher to be as human as anyone else and that we provide an acceptable channel or structure for dealing with emotional problems that come up while doing the job. If you hire such a Consultant you can demand that the Consultant meet your needs. A professional person available for teacher and parent consultation and seminars ought to be an experienced and flexible person beyond the need to use technical language and one who can communicate simply about feelings and ways of struggling with feelings (those feelings that lead to problems in establishing relationships!)

Now the nurse. It helps a lot if you have a nurse who has skill and experience in public health nursing. The nurse can be a very important member of your team in making home calls, in determining health needs, in following through with things like properly fitted shoes and socks (obtainable through charitable organizations and church groups) that go beyond the day-to-day temperature taking and bandaging of cut fingers.

The nutritionist I consider of key importance to the success of your program. A good nutritionist - cook, if you will - helps not only the children, but the parents as well. Again, we were lucky in our choice at the USC Preschool for Exceptional Children. We had a beautiful Negro woman with eight years of training as a caterer, and she not only provided nutritious meals within her allowance of 45¢ per day per child for two meals, but she also helped the mothers of the children to see that you *can* plan low cost meals that are good to eat and good to look at. Further, her contribution was a real stimulus to language enrichment situations. In discussing the food at snack time, we could talk with the children about how the food looked, how it tasted, how it felt in your mouth and in your hand, how it smelled, what color it was, what shape it was... all of the kinds of labelling that disadvantaged children need so much for later competition with middle-class kids.

One staff member you may overlook in planning, but whom you may find you need, is a receptionist and tour conductor. If you have any kind of interesting school situation going at all, people will swarm in on you. They will want to visit, and to know what is going on that is different and it isn't fair to you or the teachers or the children to stop what you are doing to be a tour conductor. So devise a plan for visitations and get someone knowledgeable whose job it is to answer questions and explain your philosophy.

One problem you won't have is recruitment. If you have a program for low-income children, the Bureau of Public Assistance will take care of your enrollment. When the word gets around that you have a preschool for handicapped children, other agencies, schools, and hospitals will refer students to you. This is why I feel that recruitment will be no problem at all, but instead, that you will have more applicants than you can handle.

My third main point on the outline is selection and placement of students, and in discussing goals and limitations, I must refer to Dr. Hewett's comment about that. You realize your limitations, that you have got to be satisfied with "thimbleful accomplishments," and that it may be inevitable that in some cases you will fail - fail gracefully. Sometimes you have a bucketful of progress, but that is the exception. Our teacher who had worked with autistic children under Dr. Hewett's direction had dramatic success using M&M's to effect behavior change in a little boy referred to us from a Headstart program. But most of our gains were, at the most, measurable by the thimbleful.

Dr. Naslund spoke of identifying and writing down specific behaviors sought, with steps along the way based on the developmental sequence of children. We, as a staff, met with Dr. McIntyre for a series of six meetings in order to discuss what it was we could reasonably expect to do. We ended up with a broad general program that anyone could buy, then each teacher refined the generalities in personal terms. Each teacher had a specific kind of approach that he or she felt qualified to do, capable of doing, and wanted to do. These specifics were spelled out on 3x5 cards for each child, with progress noted thereon. We used a kind of prescriptive teaching. Chet Taft feels that the child who is not having prescriptive teaching is not having his needs met. I concur. And we were fortunate in having Dr. Larry Peter, author of *Prescriptive Teaching*, available to meet with us and discuss specified problems.

Pretesting? Fine. But will it really prove anything conclusive? How can you be sure about testing a three-year old? We did some testing. On the Peabody, our students ranged from 57 to 103; on the Binet, 55 to 109; on the new Wechsler, the WPPSI, the range was 55 to 144; on the Goodenough, 72 to 131. So when it came to assigning the children to classes, we forgot about any kind of homogeneous grouping based on I.Q. scores. Age was no criterion, either. We just assigned them on an eeney, meeny, miney, moe basis, and it worked out very well.

I will hurry on to the subject of facilities, because I want to say as strongly as I can that you should maintain a continuing awareness of the needs of *children*, and evaluate your indoor and outdoor facilities continuously through the eyes of a child. What about the art work displayed on the bulletin board? Is there something nice for parents to exclaim over, or visitors to view, or is it there for the children? The school I wonder about is the one with neat rows of carefully cut out chrysanthemums clipped to the board. No child of three or even five can cut out neatly all those pretty things and space them neatly on the wall. Yet there they are, all in a row. The school I like to see is the one with a big display of bright fingerpaintings hung at kids'-eye level. Then the children can walk right up to them, admire them, and think and say - "This is something I did. This is me. I can do." Some of our most popular wall decorations were color photographs of the children themselves.

Outside, do you have the conventional kinds of outdoor equipment, bolted into concrete, where it can be found in the same place, every day, always looking the same? One of Al Shore's duties at our school was to supervise the playground. We had great big packing boxes, and we had slick sliding boards, and we had a huge lifeboat, and we had a big cargo net, and we had lots of old tires painted green and orange and pink. Every morning Al went out into the yard and rearranged the equipment so that one day the kids could climb up a ladder and into the boat and over the side of the boat and slide down a slick board, crawl through a tunnel and over the side of the box, and chortle with glee at the fun. The next day the sequence would all be shifted. Here was a wonderful kind of creative and imaginative play.

We got boxes that grand pianos were shipped in, and we got two of them because we planned to have two sandboxes. Then before we could get sand into the second box, the kids climbed into it and were jumping up and down on that springy plywood. So instead of two sandboxes we had one sandbox and one jumping box, and the jumping box was beautiful, because it is a beautiful thing to do: to jump up and down in an old plywood box painted bright orange outside and bright sunshine yellow inside. Think of what you would like to do if you were three years old and then go out and get those things for the children. This is what is good for them to do, and what is good for the parents to see that they can do - that you don't have to pay a lot of money for toys advertised on television, but instead can pick up old boxes and crates and smooth them off and paint them red and blue and purple.

We had a big pile of old tires that we planted in the ground next to the boat and painted green and orange and yellow and blue. The kids could walk across the tops of these tires, which were of different degrees of resiliency, and this was great fun, besides being good for balance and agility and so on. Be creative, be innovative, and think of what would really be good for kids to do.

And then keep continuous involvement of the parents in what you are doing, because after all, you have the children only four hours a day, and the parents have them the rest of the time. Especially with handicapped kids the parents need to be aware of all the kinds of things they can do for their children when they are at home.

This leads to a discussion of parent participation. I think parent "education" is a demeaning term. It implies some kind of talking down to other adult human beings. So involve the parents of your students, invite their participation and cooperation, but don't belittle them. Start out by recognizing that they love their children, they love the school, they like their kids to come to the school. Invite them to help you select equipment and build it and paint it and so on. One of the happiest things about our school was the work day one Saturday each month when the school bus went around the regular route picking up the kids, their parents, and their brothers and sisters. They all brought brown bag lunches and we spent the whole day at the school painting and hammering and hemming curtains and cutting out paint smocks. Everyone was involved, and we had a good time. Just incidentally there was a lot of so-called parent education going on, because we talked about why it is good to have the kinds of food that the cook serves at snack time why kids like to play on these kinds of things we are building, what kinds of equipment children can manipulate at various age levels, and so on. Caring and sharing is what it was, and what else is there?

I now find myself in athe position of having to leave out large lumps of discourse in order to keep within the confines of time. Lots of the outline is self-explanatory anyway. But I do want to speak to you again about the preschool program itself. Hank Mann suggested that you organize your day around something peculiarly you or particularly yours - something you believe in - a framework from which to operate. Our "thing" at the preschool was to do all we could to help the children gain knowledge and acceptance of themselves and of others. A wonderful curriculum for doing this has been worked out by Dr. Harold Bessell and Dr. Uvaldo Palomares of San Diego State College. We called it the "Palomares Method" because Dr. Palomares came to our school and demonstrated his method of presentation. I would like to suggest to those of you who have not seen or read about the Human Development Program that you write Drs. Bessell and Palomares for information. They think of their program in terms of the normal child, but we found that there is no reason why it cannot work with the educationally disadvantaged. (Note: See Dr. Bessell's article in the January, 1968 issue of *Psychology Today*.)

There are lots of materials available now for language development. Ask the librarian at the Instructional Materials Center at USC. The Center was very helpful to us, and we were lucky, because we were right downstairs in the same building. But don't forget the simple things. Remember how it is to be a child. One of our most successful projects was painting with buttermilk. You may have read about it in the *IMCSE Communicator*. We put food coloring in buttermilk, and the children used it for finger painting. After we looked at this for awhile, we realized that we weren't taking full advantage of sensory experiences possible in the project. So we added food flavoring to the food coloring. Now the kids could see their pictures, feel them, taste them, smell them... the last time I noticed, one of the teachers was experimenting with Rice Krispies added to the buttermilk so that the kids could also *hear* the pictures snap, crackle, and pop. And I want to tell you, you haven't lived until you have worked in a preschool where the kids are painting raspberry-colored and flavored flowers rampant on mint-flavored green grass with a lemon-colored and scented sun shining down on cherry-pink birds and chocolate butterflies.

One more thing. Dr. McIntyre told me not to mention love, because Leo Buscaglia will be with you on Thursday, and that is his bag. But Hank Mann opened this up by quoting from Erich Fromm, and so I want to say that while love alone is not enough, it must be there. I am speaking of love in the sense of the Latin word *caritas* - caring. You care enough to be here. Do you care enough to go back and write the proposals, find the money, browbeat or cajole the school board, "let the eagle scream and let the buffalo bellow," so that you can intervene early enough in the lives of these children to effect a real change? I hope so. I think so. Love alone is not enough, no, but it helps. And remember, if *you* need help, holler!

CURRICULUM PLANNING FOR THE MENTALLY RETARDED

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Education of the Mentally Retarded
California State Department of Education

During this presentation, I would like to discuss some of the failures and problems that we have within our special education instructional framework and also perhaps give some indication as to the future ahead.

The first point that I would like to call to your attention is the classification system and the terms relating to mentally retarded pupils presently in use. It seems to me that our terminology with respect to mentally retarded pupils within a public school framework needs some revamping for a better educational term that is not going to be detrimental to pupils and the advancement of a program to serve children with learning handicaps. I am not here to advocate any particular framework or classification or term; however, I am sure that we have developed numerous problems because of the inadequacy of the present terminology. I am therefore suggesting a change. There is little doubt that these pupils are "educationally handicapped" with limited academic ability. A term therefore expressing this situation as an educational problem seems only right. The medical or even psychological models used thus far in classifying children with learning handicaps needs to be changed to give educators a more descriptive term.

Speaking of changes, Mr. Dan Moore, who is Director of Educational Services for the *Los Angeles Times*, said recently at a CEC conference in Bakersfield that "there will be more changes in the next decade than since the beginning of time. On the other hand, change for change sake is not necessarily a good idea. We must take a good hard look at where we would like to be." He indicated that some of the things that were acceptable five, ten, or twenty years ago are not only obsolete now, but they have been for a long time. It is my contention that we are long overdue in our responsibility to change the term mentally retarded to obtain a more acceptable social and educational framework. Society is changing and so are terms.

I would suggest to you also that our special classes in this state have not kept pace with realistic personnel and vocational demands to meet the academic or technological requirements within the community and society in general. This is particularly evident when one reviews the population of pupils enrolled in special classes. The pupils vary widely in need for a realistic curriculum. Teachers of handicapped children like many other regular class teachers can succumb to the level of academic "givers of facts." Mr. Moore suggests that "these individuals are obsolete now." Information and facts, for example, can be better given through other kinds of media such as data processing and other rapid retrieval systems. There is a real need to re-examine the role and function of the special class concept and the program offerings of instruction offered by our special class teachers. We need, for example, to develop a sound philosophical and pedagogical framework for academically limited pupils.

Our entire framework with respect to special classes and the curriculum which we are presenting to handicapped students including the mentally retarded needs to keep pace not only with societal changes and technological changes, but to keep in tune with the attitudes and values with respect to the "now" generation. *Now* may be the time for some major changes. We in "special education" have a unique role within the educational framework. For example, it may be much easier for us to pioneer in new dimensions of instruction. If we are merely holding on to the past, however, we have forfeited a valuable responsibility to seek better ways of meeting some very old instructional problems.

For the most part, the teenagers that we are dealing with today in our schools and society are not only healthy individuals but financially well off. They have access to approximately nineteen million dollars per year to spend. These individuals are going to be taking jobs that we don't even know exist today; and, yes, we as curriculum planners are having difficulty in preparing lesson plans, curriculum guidelines, courses of study, etc., for these individuals. I suggest to you that curriculum planning is a general problem and not one confined to any particular segment of society.

In addition to some changes needed with respect to terms, a closer look at our school environment and the community that we are preparing our youngsters to live in and cope with may produce a better framework for instruction of handicapped pupils. We need to give additional consideration to those who are planning general curriculum and the resources that they have utilized in the past and possibly should make use of in the future to plan for exceptional children. For example, many individuals working with special education students have confined themselves to specialists in the area of planning programs for mentally retarded pupils. This may produce a certain nearsightedness. The assistance of general curriculum specialists who have been planning instructional programs for all children should be utilized in the specialized instructional planning for handicapped pupils. It seems only logical to me that we should make use of the existing resource and pool of information already available to us in the form of pedagogy and theoretical frameworks in dealing with and meeting the educational needs of children which include the handicapped. The so-called "special education guides" have used existing frameworks developed over a period of years with minor modification and with little regard as to how they actually fit a theoretical model for exceptional children or perhaps our particular local or state needs.

In addition to poor terminology, inadequate curriculum development, poor program planning and supervision, there are other problems that a local administrator must face. Second-rate housing for special education students may consist of isolated houses or facilities on regular school campuses, however far removed from the foci of instructional needs and more often than not located on a remote corner of the school site. In this day of scientific progress and achievement we are sometimes concerned by the fact that we have the engineering know-how and special equipment and materials to plan facilities for the handicapped, however we have some very obsolete and profoundly decrepit work stations for many of our handicapped children.

In some instances our "special classes" are no more than "regular classes" that have been adapted for use by special students. Many times our special class students are required to move every few months or perhaps every year or so to another site because of the overloading of a particular site even though there may be a truly "special class" within the school that they are moving from.

I would like to call your attention to some of the other problem areas that plague special educational programs: (a) screening, identification, and assignment, (b) programming instruction and follow-up, (c) supervision of curriculum.

The identification of assignment of pupils to special classes is a time consuming task if done properly. Staffing patterns in many school districts makes it impossible to accomplish the identification and educational handicaps in the time allotted. The follow-up on pupils assigned to special classes is generally a problem also because of limited staff time. Supervision of the instructional program to plan for individual strengths and weaknesses of pupils and staff is all too frequently ineffective because of staffing ratios or limited curriculum planning background on the part of supervisors. The answer, my friends, is obvious - we need improved staffing ratios and more knowledgeable personnel working with this program.

In many instances the psychological testing and evaluation done to place a child in special classes are of little or no value to curriculum planners including the special class teacher. Another point that you are frequently faced with, with respect to supervision of special classes is the extremely limited amount of time which all too frequently is not only limited in time but ineffective because of the lack of ability to help special class teachers with perhaps unique learning problems of children. In addition to some of the supervisory and administrative problems, psychological testing with respect to behavioral changes and school achievement of individual pupils is not adequately prepared or reviewed to provide periodic follow-up of children who have been assigned to special classes.

Many administrators have indicated that if we just had enough money in order to provide the ancillary services that both quality and quantity of special class programs would be improved considerably. We know that here in California the grant program which has recently been established on a current funding basis has made more money available to you as directors of programs, and I am sure that we are all anticipating increased quality in our special classes throughout the state. Obviously, it behooves the directors of special class programs to make careful analysis of budgets and current program requirements in order that business managers and others can appropriately designate the amount and purpose for which funds are to be spent.

In spite of the many obstacles which seem to face directors of special programs and school administrators in general with regard to special education, instructional programs are progressing at a basically satisfactory level in most instances. The emphasis on developing courses of study for educable and trainable mentally retarded pupils is a good example of a task that should have been done many years ago. We have a mandate in effect which indicates that children placed in the special classes are not eligible for regular class attendance and do not have to meet the regular course of study for normal children. This by implication certainly gives us a clear directive as to the need for a specific course of study and special instructional programs to meet the needs of these children who were excluded from the regular course of study and regular classes. Now that we have special courses of study throughout the State of California developed by districts and county superintendents of schools offices, we hope that additional emphasis will be placed on the refinement of some of this material which may have been adapted from curriculum plans that have been around for a long time. Further evaluation of this material and theoretical framework of instruction for mentally retarded pupils also needs to be carefully examined and perhaps revised as the need indicates.

The fact that there are courses of study or guidelines available to people in the county or district offices is only a first step as most of you realize with respect to curriculum improvement within a special class. Many of our special class teachers, I am reasonably sure, are not even aware of the fact that a special course of study or guideline has in fact been initiated within the county or district of their place of employment. We need therefore to gain the assistance of our special class teachers in not only learning about the theoretical framework and desired educational experiences essential for these children, but also to help each one of us gather empirical data so that needed changes can be made to improve these guides and courses of study. Hopefully, a good deal of inservice training at all levels dealing with curriculum and instructional programs will take place within the district and county areas in the very near future.

Hopefully, our college programs will assist in the process of training well-prepared people to take assignments in special classes and give the teachers an adequate basis for instruction in these classes. Practical experience working under the direction of a master special education teacher with adequate supervision would be a help to college-training programs. Our "special education" teachers, for the most part are inadequately prepared with very few units in special education. We must recognize this fact and act accordingly. Each one of you as supervisor of special education teachers and programs has a direct responsibility to provide the needed inservice opportunities to enhance the development of staff and utilization of all resources to the extent needed. The future is ours to plan. I feel sure that it will be done wisely.

IMPLEMENTING EXPERIMENTAL CURRICULUMS IN LOCAL DISTRICT PROGRAMS

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In the guidelines that were adopted by the State Board of Education of California last March - "Guidelines for Developing a Course of Study and Curriculums for Mentally Retarded Minors in California Public Schools" - we read a statement that "the actual course of study and curriculum must be developed and implemented locally." There are, of course, some general guidelines which must be followed, but by and large the districts within this state have considerable autonomy in the development of the curriculum. This is also true in areas other than mental retardation. Thus committees across the state and across the nation are engaged in the process of curriculum development. They are also supposedly engaged in the process of curriculum evaluation and revision, although from my experience I feel that most of this energy is going into the development of curriculum and we spend less time in the evaluation and revision of existing curriculum.

In education we have held to the sacred premise of local development on several grounds. First of all we have said that if a teacher is involved in the development of curriculum, he will be more likely to utilize this curriculum and have a real commitment to it. Secondly, we have said that it is the local people who really know the children who are involved in their programs. Therefore they are the ones most competent to develop the curriculum for these children. Thirdly, because each locale is unique in terms of the children and the subcultures that exist, in terms of the vocational opportunities, we therefore need to preserve local autonomy in curriculum development. And finally, if it is developed locally, the chance that revision will take place should have a higher level of probability than if the curriculum is imposed on the district from an external source. These four assumptions are ones which many of us have believed in, and yet, we ought to question them. I feel there is some merit in the first assumption, i.e., that teachers who are involved in curriculum development do feel a greater commitment to it. However, I would ask this question: What percentage of our teachers in a school district are actually involved in the process of curriculum development? Chances are, relatively few are involved in the development of the *guide* to curriculum development. These guides are often developed by consultants and by personnel other than the classroom teachers themselves. Therefore, the argument of commitment of the teacher does not hold in such cases. The teachers who are involved are usually limited in number and after two or three years some of these teachers may move on to other positions.

The guide to curriculum is of course just that. It is a *guide* which the teacher is to use as a basis for developing the very detailed curriculum. And this is a fine thing if the teacher can do it. All that is really needed is to free the teacher for a period of five or six years, provide them with all the necessary resources, and let them go to it! Unfortunately, very few districts are ready to make this kind of investment. Therefore, when we put the guide in the hands of teachers and ask them to develop the curriculum, it falls flat.

The second and third assumptions, i.e., that local children are unique and that subcultures are unique, also have some validity. However, when we look at the curriculums that are developed in districts we find that they have a very close resemblance to the Illinois curriculum, or perhaps Hungerford's curriculum which was developed some time ago. There are really few condensations to local needs or uniquenesses that exist within the district.

The final assumption that local development means more evaluation and revision is also open to question. Many people are often like myself, in that when I have made an investment in developing something and finally see it printed and put into final form, I really have guite an ego investment in it. If anybody comes along and wants to revise it or change it, I resist. Many of our curriculums that are finally printed up in a nice final form and are adopted by the district remain exactly as they are for years and years because of this ego investment.

James Gallagher, in a recent article in *Exceptional Children* expressed his unthinkable thoughts and one of them was in regard to curriculum. He suggested that curriculum development for exceptional children is too important to be left to the classroom teacher or to the special educator. Just as local school districts do not have the expertise to write about mathematics, or chemistry, or history, or biology, perhaps all local districts do not have the expertise to write curriculums for the exceptional child. He suggests that to produce a set of materials cognitively sound, and pedagogically sound, a team should include psychologists, content specialists plus teachers and educators. This may be a much better way to produce curriculum guides.

It also seems a bit ludicrous to expend thousands, even millions of dollars on large projects to develop a curriculum and then not use these at the local level. The Teachers College, Columbia University experimental curriculum for young mentally retarded children published in 1964 was developed on a sound basis, with more research and expertise behind it than most curriculums developed for special education. It is organized in a way that leads to objective evaluation; the behavioral outcomes are described very specifically, and the teaching procedures are quite explicit. I think it would take districts probably twenty years to develop anything comparable to it, unless their staff devoted their energies to it on a full time basis. Or how about the project in curriculum development for mentally retarded children being developed at Yeshiva University under the direction of Herbert Goldstein? The sequence of arithmetic skills manual includes a detailed description of prerequisite skills, organization of children, physical setting, the concepts to be taught, the reinforcement, the seatwork, and a listing of instructional materials. They are currently in the process of developing an entire social learning curriculum.

The question that comes to my mind is, "Should each district in the United States continue to develop its own curriculum when so much energy has *already* been invested developing curriculum?" My point is this, and I hope I haven't belabored it: we need to reappraise our rationale for thinking that curriculums for exceptional children have to be developed locally. An alternative approach might look something like this. A district could evaluate the program which they are conducting in special education and determine the changes that need to take place. Next they define the problem rather specifically in terms of content areas. The district consultant or director of special education might confer with one of the State Department consultants who is knowledgeable in the area of available curriculums and perhaps a representative of one of the Special Education Instructional Materials Centers. These three individuals could work out a means by which the teachers and other personnel in the district could take a very close look at the experimentally developed curriculum. We hope that the Special Education Instructional Materials Centers serving each region will have a very complete set of such curriculums available for this purpose. Perhaps a workshop could be established, in which the teachers of the district could spend several days or weeks carefully analyzing the developed curriculums. After a selection has been made by the district, these same individuals spend whatever time might be necessary to make minor modifications for the unique conditions of the district. And at this time some provision would be made for evaluation within a scheduled period of time.

The question that arises if we do this is: Are we sacrificing local autonomy? To some degree, perhaps, but certainly not entirely. The very fact that teachers have opportunity to participate in the selection of curriculum gives some autonomy, and the opportunity to modify it in ways that seem appropriate also helps to take care of this problem. I'm not so naive to believe that we have enough curriculums available at this time to really have a representative sample of curriculums in all areas. But I think this day is coming. The research and demonstration projects that are going on throughout the country are more and more turning to the development of such experimental curriculum. I think the fact that Special Education Instructional Materials Centers are becoming involved in marrying curriculum to materials will also increase resources.

To summarize some advantages inherent in experimental curriculums that may not exist in curriculums developed at the local level, I will list the following:

1. They are usually based on a theoretical model, and therefore have some common threads that run throughout all phases of the curriculum, Kindergarten through grade 12.

2. They include sequential steps based on careful observation of pupils and usually upon research in learning, and child development.

3. These curriculums are evaluated during the developmental phase, usually with several groups of children.

4. They are detailed enough to permit teachers to readily understand and to operationalize their objectives and how to achieve them. Thus a teacher can determine where each pupil is presently functioning and plug him in to the particular sequence of activities. Readiness and learning abilities or disabilities are terms that really have meaning when applied to some of the experimental curriculum and they are adaptable to a prescriptive approach.

5. Steps are built in to enable the teacher to evaluate as he proceeds through the curriculum. Evaluation instruments are often developed as a part of the curriculum.

6. Procedures may be available for evaluation by a source outside the classroom. That is, it may become possible for a consultant to supervise and participate in the evaluation of the teaching that goes on in the classroom based upon the curriculum.

7. Instructional materials, if not already available commercially, are usually developed along with these curricula, or hopefully will be, and this again is where the Special Education Instructional Materials Centers play a very integrated role in this whole process.

My thesis may not always be a popular one, but one to which I hope we will give some thought as districts and states continue to be involved in this important job of curriculum development.

CURRICULUM

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It's evident that the role and function of special education administrators has changed markedly over the last several years. I think there are a number of reasons for this: broader legislative bases at the state and national level; the improved types of fiscal support available at the state level - and the amount of monies available through various types of federal legislation to local districts. Something that historically hadn't been the case. There's been much more of a thrust for integration of special education programs within the context of general education programs at the local service level. We're becoming more like real members of the education family rather than a collection of segregated services for education misfits and rejects from the regular educators.

There's a greater availability of specialized support staff, psychologists and people of this type over the last several years. This is related to the increased growth in diversified training programs. There's also a tremendous amount of assistance to be gained for special education from such areas as vocational rehabilitation, Operation Headstart, OEO programs and a host of others supported at the federal and state level. In any event, it is evident that the role of the special educator has changed. He can no longer take refuge in the fact that he has no responsibilities for proposal writing, grant development, research activities and cooperative training involvements with institutions.

But underneath it all I think that there are some rather basic ideas that are rather constant. One of these is that curriculum and instruction is after all a basic concern of the schools. The justification for administration is a rather simple one in my view. The administrators should be responsible to teachers. This is in spite of the line and staff organizations we draw. The general function of the administration should be to coordinate the resources of the school, the community and other outside sources to facilitate what goes on as a matter of classroom instruction and curriculum. Ultimately the teacher is the most sensitive administrator in the system. She must focus the general resources of the school to specific children with specific problems. From the experience that I've had with administration, we spend too much of our time with housekeeping activities. Too much time is spent in management functions rather than leadership roles.

As a point of example, while in the Wisconsin State Department, I was attempting to have a conference with a school superintendent. He indicated to me that the only time he could conference with me was during the time he was riding to another appointment. During the conversation I suggested that he might hire teaching assistants for some of his special classes. He agreed with me that professional people should do professional things; that it would make a lot of sense if he would supply teaching assistants so that his teachers could take care of instruction instead of housekeeping duties. The thing that I thought was pathetically amusing about the situation was at the time the particular superintendent was agreeing about the need for teaching assistants, he was going to negotiate with a farmer about potatoes for his school lunch program. The lack of congruency in this is rather striking.

The basic question I am asking is, "Do we as administrators contribute to the solution or to the problem of relating administration to curriculum?"

Consider terms and classifications we use to describe programs for budget support requests and for drafting legislation. If we look at the kinds of terms that we use to describe the types of children for whom we have responsibilities, we box ourselves in with "semantic simulation." An administrator in a local district had programs for the EMR - for the educationally handicapped, slow learning children, and what we call extreme learning problems. I asked him where he would put me if I was a child in his district with an I.Q. of 76 and had a particular type of learning problem. Since the I.Q. was below 80, I was eligible for EMR classes. If I had the same kind of learning problem and had an I.Q. of 86, where would I go? This was above the maximum for placement in EMR classes so in his interpretation I would go into a class for slow learners or educationally handicapped children. I asked him to stop and think a bit further, and asked him if I had an I.Q. of 116 with the same type of learning problem, where would I go? In his system I would go to the class for extreme learning problems because my I.Q. was above average, I was not working to my potential, and I was not eligible for placement in any of the other programs. The question of what would be different in the instructional programs was not mentioned.

The point I am making is that administratively we collect information giving us basis for making decisions as to placement but provide little or no information that really makes sense to teachers in designing educational programs. Most of the time the terms and classification systems that we use provide administrators with *gross* decision-making material but they really don't do the teacher much good. Our information systems in the school are loaded with information which make no sense and no difference to either the student or the child.

In many states the state reimbursement basis is on the categorical basis which support only segregated special classes. The certification packages that are generated in most states preserve this segregation of terms and classification systems. If, in fact, as many people would agree, classification systems are "not the ticket," that functional characteristics and learning should dictate curriculum development, I would just repeat my question, "Are we as administrators contributing to the solution, or to the problem?"

CURRICULUM DEVELOPMENT FOR EXCEPTIONAL CHILDREN

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It has been said that we are in a great educational revolution. When Sputnik rose in the skies and hovered over us we were stimulated to action. Stimulated to overthrow old ways and seek out the new. It has now become the "in thing" to do, to innovate, to create. There are at least ten national projects in science, eleven in math, one in English, two in foreign languages, and at least four in the social sciences that are currently preparing curriculum materials and testing them in the schools. The Federal government is also giving considerable financial support to this so-called revolution in education. Thirteen to fifteen million dollars has been dispersed by USOE Cooperative Research Grants since 1956 for research on the improvement of education. We must wonder where it is taking us. Which of the ten national science projects or the eleven math projects, etc., will become universally adopted in our educational system.

There is another problem. I am sure you have heard many times of Paul Mort's fully publicized findings that it takes fifty years for the complete diffusion of an educational innovation which is destined to be fully accepted. If the experts put together a package for us, will we wait fifty years for all exceptional children to benefit? If Mort is right, it places us in a very difficult position. It forces us to realize that we cannot wait for the answers to come from without, but rather, that they must come from within. Some see this as only complicating matters because we end up with diversity in curriculum rather than any consistency.

Because our nation places the responsibility for educational attainment on the shoulders of states and local districts, the curriculum outlines *do* vary ad infinitum. In Special Education this emphasis upon diversity is especially true. I myself see this as a strength, at least in this point of time, rather than a weakness. We can listen to the innovators and the prophets, and try out many of the new programs that are emerging, but always with an open mind, not as a final answer to all our problems.

If there is one unifying factor in our diversity of Special Education, it lies in the area of *allowing for individual differences*. It is true that some of the most shop-worn cliches, such as "We teach children, not subjects," and "Start the learning experiences where the child is," reflects a concern for individual differences and suggests that the special educators are indeed interested in facilitating the marriage of learning needs and rates to the individual. We would have to admit that all too often the emptiness of the cliches is exposed by a host of special classes and practices designed to keep students working at similar rates. Upon examination such a situation can be traced quite often to methods and materials, methods and materials that end up being carbon copies of those used in regular classes. Despite our natural inclinations and habits, in many cases, we must turn away from our principles of education for the normal population, and become oriented to finding the educational goals, methods and concepts that are best suited to the exceptional child. More specifically, we know that public pressures on a curriculum usually tend toward the attainment of academic skills. As educators we often submit and use the most expedient method for accomplishing this. However, we must not let these pressures so dominate us that they interfere with "teaching children - not subjects."

Our problem is *what*, *when*, and *how* to teach exceptional children. The market place is slowly becoming proliferated with suggestions. I personally feel, however, that everything is still up for grabs. This is why teachers and administrators, like yourselves, must still be curriculum developers, or more appropriately, *"curriculum innovators."* The ivory towers and the publisher's press machines are not going to solve all your problems.

I know you must be thinking - That's easy enough to say, it is nice fancy language that sounds good, but who has the time? Teachers carry a big load already and you cannot ask them to also be involved in curriculum planning. And of course you are right.

What I am suggesting is a state of mind. An *attitude of active*, rather than passive involvement in curriculum on the part of teachers, as well as, yourselves. How this is to be accomplished is a legitimate question. Let me suggest a two-way street which we both might travel. Your side of the street would be the obligation to help establish a framework for curriculum development. The three ingredients which are often proposed as being necessary for educational change can be the base. That is, there must be an agent - a change agent - a person who attempts to influence decisions in a direction he feels is desirable. He is usually a professional who has his major function as the advocacy and introduction of innovations into practice. If not yourselves, then possibly a master teacher, or one of your administrative people, must be this change agent. Secondly, there must be a knowledge base. A knowledge about the new educational practices that are being created, the new curricula that are being tested, and, the new research that we have. You administrators must be the translators of this new information. Thirdly, there must be a progressive atmosphere that encourages experimentation, inquisitiveness, questioning, freedom - with encouragement on your part. We cannot construct curriculum in curriculum packages by telling teachers, "All right, we meet once a week for the next three weeks." It must be a slow process, an involvement that teachers desire. They cannot be rushed into it.

Our side would be the training of teachers who could function in such an environment. Teachers who are constantly asking the question, *"Why?"* hoping for better ways to do things. And secondly, as a teacher-trainer and one who teaches courses on curriculum, having an obligation to work with you and your teachers. You should not hesitate in seeking out college and university personnel who are usually experienced teachers themselves. In most cases they will be quite eager to work with you.

YOUNG MR CURRICULUM

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In thinking about curriculum planning for the young, mentally retarded child, there seem to be some premises that are quite important. First, with young retarded, we can perhaps take even more seriously the notion of the educability of intelligence than we can at the upper ranges. This gives us considerable freedom, therefore, to develop a curriculum, to try to make youngsters brighter.

A second very closely related premise is the importance of early learning. Depending upon which book you read you find a figure from 50% to 90% of so-called cognitive growth takes place in the very early years. The age limit seems to be moving down all the time. The pattern may be substantially different with mentally retarded, but the premise remains that the earlier we get there, the more difference it makes. In short, early learning really does matter. If we are going to take the business of academic learning for the retarded seriously at all, this is the place where we can and perhaps ought to do it.

A third and last premise in thinking about curriculum for the retarded, is that this is an area where we ought to proceed according to the scientific method. Presently there's a great deal of faith in curriculum - a great deal of faith. Why do we have a given kind of activity for kids? "Well, because that kind of activity is good for kinds." How do we know? "Because we have it." That's a lot of faith. In experimental curriculum planning with young retardates we ought to be evaluating what we are doing. It's comparatively easy to change a curriculum for young retarded compared to changing some other kinds of curriculum. We should accept the research that is available in the field. Zeaman and House research on discrimination learning, e.g., has tremendous import for curriculum planning and we ought to be attending to it.

A second preliminary consideration is personnel. In curriculum for young retarded we need personnel that I'm not sure we have. They have to know a lot about what they are doing, and they have to have both the freedom and responsibility to do it. When we talk about experimental curriculum, we are talking about a new area. We're not sure yet what every four year old or six year old mentally retarded child ought to be exposed to in school. Necessarily the teachers, the curriculum planners, and all others involved have to have a certain kind of freedom, and with that, I would hope, comes a responsibility to evaluate what we are doing. Let's look at it in some more systematic fashion than "The teacher really thought that worked well." What did she mean? Did she mean that it didn't involve a lot of planning time? Freedom to try and responsibility to see how well it really worked are both critical.

A final preliminary consideration is problems. Problems stem from living in the real world, and living in the real world involves lack of the staff that we would like, and we don't have enough money, and the days are too short, and we may never achieve the ideal curriculum for retarded. That's why we keep on having meetings about it. There is always room for improvement. Some of the critics of education forget that the issue isn't a matter of how fine a job we are doing, or how poor a job we are doing. Actually, the issue is how we get better, wherever we stand on the continuum of excellence.

As I look at curriculum for young retarded, I see basically three kinds of curriculum. This is strictly an "eyeball" observation and even my terminology is not necessarily accurate. This three-fold division is oversimplified as many programs have elements of all three. We are artificially separating them out.

First, I have seen programs that could be described as activity- or materials-generated. Have you been in the exhibit halls at conferences where the teachers of retarded are walking by, and "OOH! Doesn't that look interesting! I think we ought to have that in our program." Another element in the activity and materials-generated curriculum is the status quo. "Why do you have that kind of daily plan?" "Because that's what we've always had." A difficulty in this approach is that the goals are so vague that it is very hard to know if you've ever succeeded in reaching any of them. Many current curriculum guides are so vague and so all-inclusive that there isn't an activity or a new material that the educational publisher just put on the market that couldn't fit into it. Mixie the Pixie, a sexless, colorless, classless elf, is the central figure in a kind of program which is designedly very broad. It includes reading, arithmetic, spelling, social adjustment, citizenship, and social studies, etc. Mixie illustrates the kind of materials which would be very easy to include in a materials-generated curriculum. (It could also appear in any other kind of curriculum, too, of course.)

We'll move on very quickly to a second kind of program - diagnostic and individualized programs. These are on the upswing and very fashionable. In the diagnostic and individualized program for retarded, the starting point is not the materials on the exhibit table or what the teacher likes to do because she did it last year. Rather, the starting point is an individual assessment of each child, usually in terms of his strengths and weaknesses. The guidelines or goals for that curriculum are derived from this assessment of the child and it is highly individualized. The Illinois Test of Psycholinguistic Abilities is one that has been used in many places as the basis for this kind of curriculum planning. The Frostig test and program also have some elements of this.

Evaluation of such programs is often done in terms of the individual child's growth on the measures with which he was originally assessed. One of the problems here, of course, is that individualization of instruction is still very difficult to implement in the classroom. Another difficulty with it is the lack of established predictive validity for some of our instruments at this point. Our information in this area is quite limited. Consequently, when we set goals in terms of improving children's scores on a test, we may be imposing some very real limitations. We hope that improving auditory memory and visual memory in terms of scores on certain tests will improve functioning in other areas. But there is still an element of faith involved here. An important strength of this kind of program is that it focuses our attention on individualization of programs.

A third kind of program of curriculum approach is what I call specific task orientation. The starting point in this kind of curriculum is a very precise and exacting specification of the tasks that you want to teach the child - i.e., what is he to learn. This determination, for the most part, is based on what he needs to know at the next step of the educational ladder. A curriculum clearly derived from this position is a somewhat controversial one - Bereiter and Engelmann. Their approach to educating culturally disadvantaged children in the preschool is precisely this. They have said, as I am sure most of you know, that to succeed in first grade children should be able to do fifteen very precise, exact tasks. Those fifteen tasks, which are considered prerequisite to success in first grade, *are* the curriculum for the preschool.

The guidelines for evaluating such a curriculum are very simple. You find out if you have succeeded in teaching the children the tasks that you set out to teach them. One of the tasks that Bereiter and Engelmann talk about is color naming, and they don't just leave it color naming, they name the colors that the child is supposed to know. After teaching, the children's knowledge of color naming is evaluated - does he know his colors? Evaluation is built into a task-oriented curriculum. It isn't something that you sit down later and add.

To further illustrate a task-oriented approach to teaching, I'd like to share with you a project that I hope we can get off the ground quite soon in a school program for retarded. We will attempt to develop and implement a curriculum. Our strategy begins by finding major areas under which we can group the tasks we think we ought to be trying to teach young retarded children. These come under the areas of self-help skills, sensory-motor development, and language (including other pre-academic skills). In each of these three areas we are starting with already available tests to be given by non-psychologists. How many times have we heard, "But we don't have enough psychologists to give all the tests that you folks run around advocating." Our tests are entirely behaviorally oriented. Does the child have this behavior? And our scoring is rather a simple-minded thing. We use three categories or scores: (1) He already knows it, don't bother to teach it; (2) He doesn't know anything about it, teach it from scratch; and (3) He knows a little bit about it, but you'd better teach him some more. All of the items are scored that way. We call the categories Adequate, Emerging, and Inadequate.

In the area of self-help we are starting with a test called the PAC, which is a British test. It is a list of behaviors, the examiner indicates which ones the subject can do and you check off: he can tie his shoes; he can use a fork; and so on. In the sensory-motor area we are going to pattern some items after the Kephart Perceptual Rating Scale: can he walk in a fashion that does not draw attention to his retardedness; can he track with his eyes; etc. For the language and pre-academic items we have converted the Bereiter-Engelmann Fifteen goals into test items. The three testing areas will form the basis for three separate segments of the curriculum. If the youngster is particularly deficient in self-help skills, he'll get two blocks of that and one block of the other. We will deal only in terms of the specific behaviors that the youngsters do or don't have.

In a nutshell, what I've said is that we can't teach anything in this whole wide world except behaviors. And I've mentioned three ways of approaching what behaviors we are going to do, what behaviors we are going to try to teach. As I see it, the biggest problem in curriculum is the one that I just skipped over lightly: how do you get consensus on the behaviors that you are going to teach? I don't know. I know a lot of strategies for getting consensus that *won't* work. Having admitted the difficulties in approaching the *what* of education, let us look briefly at the *how*.

I think that we ought to be looking very, very closely at what is known about such things as engineering attention, about reinforcing responses that we want, about setting up the task so that the child makes the right response so that we can reinforce it. (If I can just throw something in here in parentheses, those of you folks who do have tremendous influence over teacher attitudes, there is one thing I wish you would help us all change teacher attitudes about, and that's about "cheating" in teaching. Somehow we in the universities have somehow made teachers feel that if they structure the situation so well that the kiddo has to get it right, that's somehow "cheating." They fell that they have to leave a lot of room for him to make mistakes, or else they can't be really sure that he has it. We need to undo that wrong idea that we've instilled.) We've got to recognize that we're in the business of eliciting the desired response and reinforcing it. We have to know some things about getting rid of the behaviors that we don't want. The plea here, in a nutshell, is that we do know a great deal about how to teach, i.e., how to change behavior. It's one of these areas in which the knowledge explosion is most obvious. We do know a lot more today about teaching strategies than we knew five years ago, and I think we've somehow got to get used to talking about the *how* and used to talking about the *what*. We're going to hear more about precision teaching, and we're going to hear more about exact specification of goals.

One direction I believe we ought to be going with young mentally retarded children is toward the specific task orientation. I think we ought to sit down at that table and not let ourselves have a cigarette or a cup of coffee until we come to some sort of consensus on what these kids are in that room for. What are we trying to teach them?

STATE COLLEGES AS RESOURCE FOR SPECIAL EDUCATION ADMINISTRATORS

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A year ago this fall, the State of California conducted an institute, somewhat comparable to this one, but focused on the curriculum for the Mentally Retarded. While preparing to discuss the high school curriculum for the Mentally Retarded at that institute, I asked a number of people which of the following variables had the most limiting effect on the development of seconday programs for the retarded in their school systems. The variables were:

1. The philosophy of the local school districts' teachers and administrative staff.
2. State code regulations.
3. Resources available in the community.
4. Availability of curriculum material.
5. Financial support for program budget.
6. Availability of professional personnel.

The persons interviewed were in a position to control or advise those responsible for program development at the secondary level. Which variable was usually pointed out as being the most significant limiting factor? The philosophy of the local teachers and administrative staff. Most persons indicated to me that the other variables mentioned were all surmountable *if* the local school really *wanted* a quality secondary program. I think the respondents who concurred on this opinion - that local philosophy was the most limiting variable - were absolutely correct.

We glibly talk about our "philosophy of special education." People post the "Creed for Exceptional Children," as written by the Council for Exceptional Children, in offices and schools. This creed indicates that those who subscribe to it, believe in the education of all exceptional children to the maximum of their potential. Sometimes some of us think we are motivated to act upon the basis of this creed; but what really determines the philosophy of Special Education of a local school unit? Is this creed our basis for action? Or is our basis for action - our philosophy - based on something else?

Several years ago, a Director of Special Education in a large public school system made this statement, "It is not within the philosophy of our school system to provide education services for the TMR. However, if and when state regulations change to make the provision for such services feasible, our philosophy shall change rapidly."

What determines the "Philosophy" of special education for a specific school unit? To what extent is that which we call our philosophy the reactionary effect of *past precedence - practiced* by the local school districts?

To what extent does our philosophy reflect the concepts that we use to delimit the population of exceptional children under consideration? Is our philosophy also colored by factors such as available finances and state regulations?

So - when we say our philosophy is the most limiting factor in providing services for exceptional children, what do we mean? Do we mean that we are unwilling to make an administrative commitment to a group of children or are we saying that our response to external pressures causes mediocracy in our programs? Probably the missing ingredient in administrative philosophy as well as in training programs is a genuine commitment to the children who are the end products of our program.

The need for more and better prepared professional personnel to administer programs in Special Education appears to be a real issue according to many leaders in this field. The organization and focus of this institute support this statement of need. Only a few programs in this state and relatively few programs in the western states are providing this needed training. Typically, schools of education have included departments of administration and supervision that have generally prepared school administrators and supervisors. Until recently, little or no attention was given to the problems of special education. For example, one can look at textbooks on school administration with approximately a 1950 copyright, and check the index for special services and find listed cafeteria, bussing, and similar items. Fortunately, in recent years, textbooks on school administration are beginning to include problems related to special education and more programs training administrators are beginning to include problems of special education in their curriculum as a part of regular courses or are adding specific courses relative to the administracion of special education as a part of the training program.

Sometime ago a special education consultant in a state other than California related the following incident - the consultant had an appointment to see a School Superintendent about some problems relating to special education. The appointment was cancelled with rather short notice. The consultant later discovered that the Superintendent had found it necessary to go out to a farm to bid on a load of potatoes for the school cafeteria. One might guess that he felt more comfortable talking about potatoes than about exceptional children. Probably he knew more about potatoes than about special education.

Fortunately, this anecdote would apply to few of California's programs, although there are still teachers with 9 or 12 units of work completed who go into special education classrooms and are told by their supervisor to organize their own program. The teacher is told "You know more about the program than I do." In sharp contrast California has many special education programs that are serving as models to visitors from many other states and foreign countries.

An example of cooperation between special education administrators and personnel in a state college system is the Southeast Region Special Education Service Center. This Center is a district project to establish programs for exceptional children. One of the faculty members in a state college was released half-time for an academic year to work with the school districts that were working out this cooperative arrangement. This proved to be a very beneficial relationship for the state college and local school districts. The general objectives of the Regional Special Service Center include:

1. The development of innovative programs to meet the needs of exceptional children.

2. To explore new approaches to the education of these children.

3. To demonstrate techniques which could be successfully included in local programs.

Immediate objectives which move in the direction of providing these general objectives include services such as Special Education Instructional Materials Center, programs of in-service and general education, improvement of information and regional services, coordination of cooperative programs among the districts, cooperation of service of rehabilitation of handicapped high school students, tele-class teaching of home bound students. As this project was being developed, college and university personnel as well as other persons in the community assisted the local school districts in developing a plan to achieve the above objectives. We will discuss only the parts of the plan which deal with the cooperative aspects of the college or university system and the administration of the local school districts. As has already been mentioned, leadership for the projects was shared jointly by state college personnel and the administrators in the school districts. The school districts are vitally concerned with the development of improved services for handicapped children. The college system shares this concern but is specifically concerned with the preparation of leadership personnel who can assist in the school programs.

One of the important aspects of training personnel such as teachers and administrators of Special Education is the improvement of practicum facilities in the training program. The college of course is completely dependent upon the school district facilities as a base for practicum participation. As programs are developed jointly by the school district and by the college, better practicum assignments are available and higher quality services are given to the handicapped children.

Another area of mutual interest to teacher training programs and public school administrators of Special Education is the development of new instructional techniques. By working together closely the college can assist the community in developing some of these new approaches. The faculty in the training program, and the school administrators can assist each other in developing new approaches which are feasible in terms of community application and supported by learning theory and research evidence. Approaches which cannot be put into practice have little immediate value.

Examples of possible cooperation between state colleges and administrators could also include a special introductory course to the Psychology and Education of Exceptional Children. It might be offered through extension during hours in which public school classes are in session.

Enrollment could be limited to administrators and professional personnel giving leadership in areas related to Special Education. The participants in a group such as this could then spend time visiting various types of programs for exceptional children and even interact with the children in these classes. Short institutes are currently being co-sponsored by colleges or universities and public school administrators. Bringing both graduate students and school administrators into the same institute sessions can serve two useful purposes:

1. It makes the session of greater practical value to the student and helps him anticipate some of the problems he will experience when he leaves the training program.

2. By sharing, costs are reduced to both the public school and the training college.

Recently, schools in California have been given responsibility for the curriculum for the mentally retarded. In several communities colleges worked with school units to write a course of study for local programs.

Several additional examples of cooperation between school administrators and colleges could be cited as they relate to the training program at CSCLA. For several years a number of classes for the educationally handicapped have been in operation under a contract with the public schools in the CSCLA service area. These classes are making an important contribution to the CSCLA training program. They are also being used for inservice training of public school teachers and administrators. Additionally, both public school supervision and college personnel are working together to develop classroom approaches to more effective instruction and management of the educationally handicapped child.

Currently one of our staff members is taking leadership in revising the training program for supervisors and administrators of special education. Also involved in this revision of program as consultants are several administrators of local school districts. The objective of this revision is twofold: (1) to provide an improved program for special education administration, and (2) to strengthen the area of administration of special education in the regular administrative credential. Work on this second goal is under the direction of the chairman of the Department of Administration and Supervision at California State College at Los Angeles.

Again allow me to reiterate a statement made earlier. College personnel and school administrators are on a two way street. I think there is evidence that travel is occurring in both directions on this street to the mutual strengthening of positions and programs with the result of improved and expanded service to a larger part of the population being served by our public school system.

USE OF STATE AND COUNTY RESOURCES

Willard Abraham, Ph.D.
Chairman, Department of Special Education
Arizona State University

As we look at state and county resources we should see them in a framework of two points. One of them is to identify as well as we can our own individual Special Education problems. What are the problems and issues that we face? And then secondly, we should try to seek solutions wherever those solutions are available to us. If we don't ask the right questions, if we don't identify the problems we face, we have nowhere to go and nobody to ask to help us answer and solve them. So, it is a matter, first of all, of attempting to match the problems with the sources that might be available to us.

I want to avoid going through a dull recital of who and where we can look for help with the various problems that we have. In a way it would be presumptuous to come to people who are in another state and tell them to go to this or that person when they know these people better than I do. They are your co-workers, your friends, and they may not all be, incidentally, in the Special Education field. If your panel did a good job, they at least pointed out the relationship that can exist with specific sources that may be available within the state of California and within many of these counties, but just to get it into the docket, we can quickly state some of the obvious county and state resources that might be available to us.

At the state level there will be your people in Special Education. But let's not restrict ourselves to them, because Special Education, as all of us know, does dovetail into so many other problem areas - so many health, parental, construction school building problems, so many things that we need help on that are not handled just by Special Education people, no matter how obiquitous we seem to be sometimes in the kinds of things we get involved in.

In the State Department of Public Instruction in our state, and I assume it would be so in yours too, we would want to use the elementary, secondary, counseling, A-V, and instructional technology people. They may not know our business of Special Education, but they know their business. It is a matter of not just getting help from them, but informing them of the problems we face, because it is a two-way stream. In every county office there may be people (in addition to those in Special Education) who can be helpful to us, and who represent other phases and other factors related to the total education program.

In your state and ours, among our closest contacts must be the state legislature. Nor should we leave Public Law 89-10 out of the picture, and the state implications and the state people who are working in connection with it.

There is a huge public relations job that we have to do at the county and state levels. The need for trying to get across to people outside of Special Education, a clarification of the many misconceptions that still permeate our society about exceptional children, the potentialities of the mentally retarded and other handicapped as well as gifted youngsters. I was talking to a school board member not so long ago who came back with the statement that "Everybody knows that mentally retarded children aren't capable of really performing in our society and therefore they should all be institutionalized. And besides that," she added, "I don't want to have my youngsters in the public schools rubbing shoulders with 'these little monsters.'" It's a kind of a shocker once in a while, to find out that there's a teacher who is misinformed too. Like the one I recently heard about who was visiting a family routinely. The youngster in that family was perfectly "normal," but the discussion during the evening went along the line of "everybody knows that mentally retarded children are born only in families where there is a trace of mental retardation." This was a teacher who had a bachelor's and a master's degree and had gone through a teacher preparation program. The old cliches are not buried yet.

Perhaps at the county and state level some of the people we want to get help from have to be informed regarding many of the misconceptions that still exist concerning exceptional children. For example, the whole pseudo-mental retardation field, the assumption on the part of many people that just because a youngster is in a class of mentally retarded children, therefore he really is mentally retarded. The differentiation that we have to make between educationally handicapped children, and the traditionally mentally retarded youngster. Public relations related to the whole gifted child field that Dr. Plowman was talking to you about. The need for having people understand that without support around the state at various levels, we will continue to have dropouts of our gifted youngsters. Many people assume that the gifted are never the ones who drop out of school, and I'm sure that you have statistics in your own state which indicate that many of them do literally drop out. Others are the ones Earl Kelley referred to when he said that most of our dropouts are still in school, the ones who lose contact with what's going on in the classroom.

What are some of the problems that we can get help with at the county and state level? One of them is related to Special Education administrators who may not have a strong enough Special Education background. Another is the need for extending educational opportunity. We face that all across the country. Not only with the different so-called categories of exceptional children, but the need for extending educational opportunities down to the pre-school, the pre-academic level, and up to the adult level. We face the problem of clarifying what our certification requirements are, and into this, drop the whole subject of "categories and variables" of exceptional children. There was a small conference on this subject at the University of Maryland. The coordinator was Dr. Jean Hebeler who heads their Special Education program. The effort was to break down some of the labels that are so medically oriented, to get away from the terminology that is so misleading. Perhaps somebody can come up sometime with a very clear-cut differentiation among many terms that we are tossing out so freely. Can we differentiate and have mutually exclusive definitions for learning disabilities, learning disorders, emotional maladjustment, communication disorders, behavior disorders, and all the rest that are confusing many of us? This problem also applies to teacher preparation programs (as we fill out requests for fellowships and for stimulation grants, for example). There is a great deal of help needed at the county and state level in clarifying the overlapping categories of youngsters.

We continue to face problems in working with exceptional children in rural areas. WICHE, The Western Interstate Commission for Higher Education, published a booklet related to research needs in rural areas as far as exceptional children are concerned. We need help from the county and state level to get to the isolated exceptional child, especially the isolated handicapped child, but it certainly applies to the gifted one as well.

There are many problems that we face in Special Education that we hold in common with other people in the educational profession. One is a subject discussed in *Technology in Education*, a government publication, that was the result of hearings held by a Senate committee in Washington a year or so ago. The presentations were made by men in industry who are working with the education field - for example, Xerox, IBM, AVCO, and others. Many of these men agreed with many of us who are in education that much has been written and much research has been conducted on how children learn, but we are still seeking many of the answers, especially related to handicapped youngsters.

Another problem that we face in our field, as well as throughout the education profession, is the need for attracting, preparing, and holding teachers. When we see the number of people being prepared in our colleges and universities for Special Education services and the number of teachers that are needed all over the country, we are in totally *different ball parks*. There is little relationship. In spite of all the fellowships, we still haven't been able to come close to preparing the number of teachers that we need. We need all kinds of help from county and state people in attracting, preparing, and holding good teachers - not just warm bodies, but good teachers - in the field of Special Education.

There is still the lag between experimentation and practice - the old Paul Mort stuff that some of you may remember where he said that it takes fifteen years for about three percent of the schools to latch onto a new idea and then it takes twenty more years for most of the rest of them to get in on the act, a period of thirty-five years for experimentation to move into practice in many of our schools. This is where the idea of a generation lag between research and practice came in. Maybe we can get some encouragement through our state level, especially now that the states apparently are going to be more involved in the various Titles of 89-10. Some of the aspects of those titles will filter to us in our local districts through the state - Title III, for special projects, for example, and perhaps the new Title VI.

We may have to get into the controversial subject, along with the rest of the education profession, of assessing what we are doing. You know this whole topic of assessment and merit pay is very controversial and very anger-provoking throughout the education field.

We have to get at ways of how to cope with the so-called knowledge explosion which we sometimes talk about very glibly. This is what people really mean when they use that term - new scientific information that totals 250,000,000 pages a year - in the United States a weekly rate of 25,000 technical papers, 400 books, and 3500 articles - technical knowledge in industry doubling every eight years. It's obvious that we can't be experts, even in whatever our own field is, let alone try to expand beyond the limits of our own fields. Not long ago in talking to an undergraduate class in the orientation to exceptional children, it occurred to me that some of the students at the end of the semester are disappointed that we haven't thoroughly covered all aspects of every so-called category of exceptional children. I pointed out to them that there are people within that who devote all of *their* lives to Down's Syndrome, and there are people within that who devote all of *their* lives to the study of one chromosome, all of their professional lives to the study of what difference that one chromosome makes. And if we talk about specialization like that, what are we going to do about the 250,000,000 pages that come out of scientific knowledge? How can we possibly keep up?

We have a great mental health problem within our profession and within ourselves in the Special Education fields because we sometimes feel oppressed by being closed in by so much that is going on around us. I have, and maybe you do too, in your offices, what I call a kind of a "conscience corner" where I pile up unread books and magazines. We really have to be selective, guarding our limited time rather jealously. I try to keep up by reading the education issue of the *Saturday Review*, our own *Exceptional Children*, and the other publications that come out from CEC, the education page of the *New York Times* every Sunday, and a few others. You know, it's a matter of trying to allocate a little bit of time to cover as much as we can, and we might just have to decide that that's just about as far as we can go in keeping up.

One of the groups that can probably help a great deal in orienting the county and state people consists of the best pressure group of all - the parents. I remember talking to a director of Special Education in one of our school districts in the Phoenix area, and I asked why he didn't have any program at all related to gifted children. He has had one for the mentally retarded and for some of the other so-called categories for a long time. He said, "When the parents of the gifted come in and pound on the desk, then we'll do something about the gifted youngsters. The parents of all the others have been in, they have raised the devil, and therefore we bow to their demands." And I wonder whether we have used our parents and the initiative and energy they can provide to the fullest in bringing the problems of Special Education on our local level to the people at the county and the state level.

It's a matter of getting the attention of the state people before we can start getting better legislation, more appropriate certification, and all the rest. But it isn't only at the county and state level that we must get some help. We have to list, first of all, the problems we face, as I suggested at the beginning, and then make a list of *all* of the resources that are available to us; they may be at the county and state level, but there are many others. The fact that there is an Instructional Materials Center in California cannot be left out of your deliberations and your thinking when you are trying to get some help, and I am sure that the details of that Center have been brought adequately to your attention.

In our schools we must try, as I hope all of us who are at the university level try, to build up professional libraries, to make available (not only to Special Education people, but to regular classroom teachers and administrators) some of our Special Education materials. It's worthwhile, for example, attaching a little "buck slip" to your issue of the *Exceptional Children* magazine and getting it in circulation among the administrators and the regular classroom teachers. Many articles are of great value to non-Special Education personnel.

Do we realize the number of resources that we have in our own communities? In the Phoenix area we have a place called Sun City, a few thousand retired people, and we are beginning to tap that resource. Many of these people have nothing but time and money on their hands, and the desire to be *wanted* a little bit. How about inviting them to come in as teacher aides and as enrichment people for many of our bright youngsters? Some of the retired engineers, doctors, and dentists, ministers, and others who are in their sixties and seventies could come in and meet periodically with individual and small groups of youngsters who need all the challenge they can get and that a teacher with thirty-five to forty children in a class may not be able to provide. It is an untapped resource, the retirement community that we have on the outskirts of many of our large cities. And have the people in local school districts used the resources of the local and even more distant college and university to their fullest? It isn't that we're not overburdened in connection with many of the things we are trying to do in colleges and universities, but the need for in-service work, for getting somebody from the college and university out to meet with our Special Education people as an additional resource may certainly be worthwhile.

Are we aware of the Foundations around the country that have gone into the Special Education field directly or indirectly, like the Kettering Foundation? Some of you may know the film "Make a Mighty Reach," that is available free of charge. There's no reason why we shouldn't use it to broaden the attitudes and understanding of our Special Education as well as regular classroom people. This particular film is available from an organization called IDEA, the Institute for the Development of Educational Activity, Box 446, Melbourne, Florida. It would be a good idea to ask to be put on their mailing list, as well as trying to get that film sometime. They have a little booklet that recently came out called "The Challenge of Technology." Whether we like it or not, we are involved in a technological era and the computer-assigned classroom will be with us, inevitably, within the next ten or fifteen years; we might as well try to get as much background as we can.

There is so much help that we can get from the Council for Exceptional Children and the U.S. Office of Education - the professional standards materials, the materials related to the ERIC project which is located at the CEC headquarters in Washington, the awareness that James Gallagher, who heads the Title VI program, is probably going to be one of the brightest breaths of spring we could have in that particular spot. And then I haven't seen anything recently about the new Research and Development setup at Teachers College, Columbia, the one Special Education research and development center. It has been awarded to them, as I am sure all or most of you know, but it would be good for us to follow through and see what help we could get from them

Perhaps our theme should be much like the line of Robert Browning who wrote, "A man's reach should exceed his grasp or what's a heaven for." Those of us in the Special Education field always have this kind of a task. We keep reaching higher and higher; we know the problems we face; we seek the help wherever we can get it. Each of us probably has to discern what kinds of help we can seek and where we can get it in our own county and at our own state level. The important point to conclude with, of course, is, that it is with us as it was in the title of James Hilton's book, *We Are Not Alone*. We sometimes feel lonely, but we start with ourselves and try to find the solution, and then push out to the ever-widening circles at our county, state, federal, foundation, and all the other levels.

STATE RESOURCES FOR EXCEPTIONAL CHILDREN

Gordon Hayes, Consultant
Education of the Deaf and Hard of Hearing
California State Department of Education

In discussing state resources for exceptional children, if I seem to give emphasis to the area of the deaf, it's because I feel I've made an appropriate value judgment in my own mind. Many complex proplems are involved in providing educational programs for children who are deaf and exceptional. To assist with these problems the State Department of Education provides professional services and two residential schools for the deaf. The professional services are provided through the Department's Division of Special Schools and Services. The Bureau of School Planning of the Division of Public School Administration assists school districts in developing adequate physical plants under the State School Building Aid Program.

SERVICES OFFERED BY THE BUREAU FOR PHYSICALLY EXCEPTIONAL CHILDREN

The Bureau for Physically Exceptional Children, California State Department of Education, provides the services of consultants in the education of deaf children. The services performed by the consultants follow:

1. Assist in the development, promotion and coordination of statewide policies and practices for the education of deaf children.

2. Confer with federal, state and school district officials in the development of curriculum, organization and administration of education programs for deaf children.

3. Study and recommend the purchase of appropriate equipment for programs in special day schools and classes.

4. Assist school district officials in planning institutes and workshops for the in-service training of teachers of deaf children.

The Bureau for Physically Exceptional Children also provides the services of consultants in other areas of exceptionality such as the visually and speech defective. The Chief of the Bureau coordinates the services of the consultants and is also available to serve in special areas.

SERVICES OFFERED BY THE BUREAU OF SCHOOL PLANNING

The Bureau of School Planning has the responsibility of approving school sites and plans for all school facilities. The extent of this jurisdiction is spelled out in the Education Code. The services of the

Bureau are available to school districts serving kindergarten and grades 1 through 14 in:

1. Districts of which the Department of Education has legally imposed jurisdiction.
2. Districts not under the Department of Education's legal jurisdiction, but which request consultant and survey services.
3. All districts financing projects with federal or state school building aid funds.

The Bureau of School Planning operates offices in Sacramento at 721 Capitol Mall and in Los Angeles at 217 West First Street. This Bureau functions as a planning resource center with sole Department of Education responsibility for planning, evaluation and approval. Other bureaus in the State Department of Education contribute to the total program of school planning by joining the School Planning staff in holding conferences which may or may not include school district personnel. The staff of the Bureau for Physically Exceptional Children is utilized in planning conferences with school district personnel planning special education facilities.

STATE SCHOOL BUILDING AID FOR SPECIAL CLASSROOMS

In 1952 special provisions were made in the State School Building Aid Program for financing facilities for special classrooms for mentally retarded and physically handicapped minors and that the funds would be apportioned in each instance partially as grants and partially as loan grants to the district. Classroom space for deaf minors is provided in addition to the space allowances for non-handicapped minors of the district. School districts receiving State School Building Aid for constructing and equipping classes for the deaf are obligated to return to the state not more than one-half of the amount apportioned for the construction of the special facilities. Only those school districts that qualify for State School Building Aid may apply for these funds to construct classrooms for deaf minors. These classrooms should be incorporated in the master plan for all of the district's building needs.

Districts qualifying for State School Building Aid and wishing to include classrooms for the deaf in their building requests should use the procedure cited above.

Eligible elementary and unified school districts with less than 8,000 average daily attendance in the elementary schools may make application for allocation of State School Building funds for use in providing facilities for special classes for deaf children to be operated by the district or county superintendent of schools.

If the county superintendent of schools operates the program, Education Code Section 19685 must be considered. The procedure in making application for these facilities is the same as the foregoing, with the exception that the county superintendent of schools must approve the application. In determining the number of classrooms needed, the following pupils shall be considered:

1. Those residing in the district.
2. Those children residing in districts that would contract with the district operating the program.

The district and the county superintendents should be informed and alert to the repayment schedule set forth in Education Code Sections 19683.5 or 19685 for this facility and to provisions of Education Code Sections 19686-19689.

Because of California's shifting population and sporadic growth patterns, a school district sometimes may need to relocate a classroom constructed and the equipment furnished under State School Building Aid to meet the needs of the deaf. Recommendations for approval for such transfer must be obtained from the Bureau for Physically Exceptional Children before such transfers can be made final. Approval is granted when the district is able to provide comparable facilities and demonstrates that the deaf pupils will not be adversely affected by the transfer.

THE ROLE OF THE BUREAU OF CRIPPLED CHILDREN SERVICES

The Bureau of Crippled Children Services of the State Department of Public Health offers a statewide, tax-supported program, administered locally by county health or welfare departments. In general, the program provides treatment for physically handicapped children whose defects are disabling and can be arrested or corrected.

No specified length of residence in California or in a particular county is required in order to secure the services of this program. It is necessary, however, for the family to establish the fact that it intends to make the county its normal place of residence, barring any unforeseen circumstances.

Further information concerning the Bureau of Crippled Children Services and local programs may be obtained by contacting the Bureau of Crippled Children Services, Department of Public Health, 2151 Berkeley Way, Berkeley, California 94704.

Statements identifying the ear conditions eligible for treatment under Crippled Children Services and the standards for services for children with hearing impairment are contained in the Department of Public Health Bulletin, *Crippled Children Services Program Handbook for Physicians.*

DEPARTMENT OF VOCATIONAL REHABILITATION

The Vocational Rehabilitation Service works on the principle that most physically impaired, including deaf, persons can work efficiently if they are adequately prepared for jobs that are suited to their physical condition, aptitudes, and interests. Its purpose is to provide the services required to make the physically impaired employable and to place them in suitable positions.

Eligibility for Service. Applicants for Vocational Rehabilitation Service should be adult or at least nearly ready to enter the labor market. Ideally, young persons should be old enough to work upon completion of the rehabilitation program. The average rehabilitation program requires two years to complete, although the range is from a few months to four or more years.

There is no residence requirement although the applicant should intend to reside in one place long enough to complete the rehabilitation program. The applicant must be willing to cooperate in preparing for and securing employment.

Services Offered. The three fundamental services provided are: (1) vocational counseling to help work out a suitable employment objective, (2) supervised vocational training, and (3) job placement.

The following services may also be provided if needed for employment: (1) medical and surgical treatment including hospitalization; (2) prosthetic appliances and glasses; (3) maintenance and transportation while undergoing treatment or training; and (4) tools or equipment needed in training, placement in a job, or in self-employment.

Types of Training. Training may be provided in schools, by correspondence, by tutor, or on the job, according to circumstances. Both public and private schools are used, including technical, vocational and commercial schools, and colleges and universities for professional training. If the selected occupation can best be learned on the job, arrangements are made with employers to provide the required training in the shop or factory. Various combinations of training may also be used if needed.

Scope of Training. Training may be given along any line that promises to be successful in the particular case. The training may be for a simple trade that does require little schooling or it may be for professional work. It may be in any field, such as industrial, commercial, agricultural, personal services, or professional work. In each case, effort is made to fit the needs, aptitudes, and interests of the individual.

Specialists for the Deaf. The Division of Vocational Rehabilitation plans to provide for a specially trained counselor for the deaf in each of the 19 district offices who has had special training in communication and rehabilitation needs of deaf persons.

Placement Services. In every training program the goal is successful employment. Placement service is provided for those who have completed training and for those who have work skills and do not require training. Efforts are made to insure that jobs on which the deaf are placed can be performed with efficiency and safety.

Application. Applications for service may be made or further information obtained at the appropriate district offices of the Department of Vocational Rehabilitation.

The two state residential schools for the deaf provide audiometric and psychological evaluation as part of their admissions procedure, while the state residential school for the blind provides comparable service to the blind and deaf-blind applicant.

The two state schools for cerebral palsied, which on November 8 will be known as Diagnostic Schools for Neurologically Handicapped Children, has played and continues to play a vital role in the education and management of handicapped children.

Because brain-injured children frequently have multiple handicapping conditions - sensory, emotional, intellectual, and motor in varying combinations and degrees - it is necessary to make a thorough differential diagnosis of all aspects of each child's ability to function in each of these areas before the programs of treatment and education he needs can be determined. The children must be worked with in small groups, and highly specialized and individualized teaching techniques must be employed. Therefore, the objectives of the schools are as follows:

1. To diagnose the degree and extent of each child's disorder.

2. To determine the kind of educational programs best suited to meet the needs of children with cerebral palsy and other similar handicaps.

3. To determine the type of medical program that will enable each child with cerebral palsy or a similar handicap to progress to the extent his capability permits.

4. To provide services for children with cerebral palsy and for others similarly handicapped whose need for education and treatment programs cannot be met in the children's communities.

5. To serve as a resource in the training of teachers, therapists, and other professional personnel.

6. To serve as a demonstration laboratory for the in-service training of professional persons interested in special education.

7. To provide counseling and education services for parents of children enrolled in the state schools for children with cerebral palsy and other similar handicaps that will help to secure for each child the type of treatment and educational opportunities he needs.

In the area of the deaf, the Department of Mental Hygiene maintains training classes for eligible mentally retarded-deaf in three of the state hospitals. These classes are located at Pacific State Hospital, Porterville State Hospital, and Sonoma State Hospital.

The Langley Porter Neuropsychiatric Institute in San Francisco has been involved in a pilot program to identify ways in which needed psychiatric services can be brought to children with speech and hearing problems and their families. These children come from the Bay Area and include deaf individuals.

Other resources available at the state level, I note, are being covered elsewhere during this Special Study Institute. These resources include Bureau of School Apportionments, Office of Local Assistance, Bureau of Administrative Services, the Legislature, Bureau of Program Development and Evaluation, Bureau of Teacher Education and Certification and Teacher Preparation Centers.

STATE AND COUNTY RESOURCES

Mort Herz, Consultant
Education of the Mentally Retarded
California State Department of Education

Yesterday's discussions were centered primarily around curriculum and program planning, and this is an area in which county and state resources are available. No doubt, many of you have or else are in the process of adopting courses of study for the mentally retarded, but your commitment does not end there, for the adoption of courses of study is not enough. If programs are to be upgraded and updated, the curriculum guides must also be developed to implement these courses of study. But if these guides are to be effective, then they should be developed by the local district. It is their responsibility. While it may be their responsibility it need not be undertaken alone. It can be done cooperatively or with the county's help, for not all districts have the personnel or specialists available. Why not use the county's resources? Of course, it is possible that some county offices will not have the specialists needed, but it is also possible that neighboring counties do. A cooperative agreement could be arranged that would enable an exchange of consultants and curriculum specialists.

And speaking of specialists, we need not limit ourselves to special education; why not utilize those curriculum specialists who have experience in the development of curriculum for "normal" pupils.

At the state level, there are consultants, for instance, in Physical Education. They may not know too much about our kids, but they do know and understand the child's physical development. These specialists could help develop programs in physical education that would not only bring physical fitness to our students, but also an educational program related to the total curriculum. For example, if a child needed eye-hand coordination experiences, they would know what games or exercises to use. You would then be incorporating a physical education program with the educational experiences needed. This is not limited to physical education. We could take advantage of specialists in other areas, such as art, homemaking, language, etc.

The utilization of county and state resources is not confined to curriculum. Summer workshops is another area to consider. No, I am not referring to teacher's workshops held during the summer, but I am referring to a cooperative venture among a school district, a county, or in some instances, counties, and a state college, (if you are lucky enough to have one close by). In this type of a workshop the school district conducts an extended school program and supplies the necessary classrooms and pupils and the master teachers necessary for the program. The county is responsible for obtaining resource people for the workshop. While the college may also supply resource people, their prime responsibility would be sending their students as observers or as teacher aides.

After the close of the school day, the resource people conduct discussions or seminars with the college students and master teachers. The Districts' pupils receive the benefit of the extended program, the college students the experience and probably a couple of units, and the county has some leads for prospective teachers. These are just a few possibilities for utilization. The greatest resource for using state and county resources is your imagination.

STATE AND COUNTY RESOURCES

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I will speak about the Area 6 course of study and how these counties worked together to prepare it. We realized, after Assembly Bill 451 came upon the scene, that we had a large undertaking on our hands and we had very little time to fulfill this mission. Being somewhat anxious about the project and realizing that we had little time to accomplish it, we decided that counties that were contiguous to Los Angeles County should cooperate with the state constultants to fulfill this requirement.

There had been some precedence for this type of cooperation because of an Area 6 inter-county committee comprised of superintendents who had discussed educational problems and who had worked on curriculum materials; therefore, this seemed a natural vehicle to use in order to develop a course of study. The magnitude of the task and the limited time to accomplish the same necessitated that we all cooperate to prepare a course of study which would require a small expenditure of funds. We believed that cooperation would improve the quality of the production and perhaps better insure the realization of the intent of the Assembly Bill 451. We also felt that the members who cooperated in this project would strengthen their own competencies. Some of us were farther along in a course of study development than others, but despite this, there might be an advantage from cooperation and the growth that would come from working together.

We soon learned, however, that there were problems involved in this assignment - that with cooperation, even though there is a need and a reason, there are problems which sometimes occur. We found very early in the deliberation that the state guidelines we were looking for were not available. In fact, the guidelines did not become available until the publication was well on its way. We found in our early meetings that we had anxieties about the task ahead, that we resisted the task, and that we were reluctant to be involved in the task. All of this needed to be resolved before we got into the intricacies of writing. We also found that we looked at the course of study from different vantage points. We came to these meetings with different experiences, different backgrounds of training, varied kinds of pressures, so we were not quite willing, at first, to change, adapt, be willing, for the purpose of the group, to yield our personal beliefs to group beliefs - to be necessarily united in a particular path. We had to work out some of these anxieties, some of these beliefs that we had held tenaciously for so long a period of time. Therefore, we found that our early sessions were quite frustrating. We felt we were not making progress, but we really were. One of the things that I learned was that you have to learn to work as a group. You cannot put a group of people together and ipso facto arive at a result early in the game; you have to resolve some of these feelings and develop a self-concept and a group-concept which allow you to progress to fulfill your goal.

There were additional hindrances as far as the task was concerned; there was not always the best communication among personnel within the county. There was not the best communication between counties and the state. Consequently, we were not necessarily getting the same messages, the same truths that we needed to further us along. Also, we had within our own counties resistance from curriculum generalists, and subject matter specialists who had an image of a course of study which was a little different from our own. Therefore we had to fence with these when we came back to our own homes to work with the problem.

To make matters worse, while we were in the midst of writing a draft of the course of study, it was suddenly announced that the writer and editor had to leave the project, so we had to change the writer and editor. This made the task even more difficult. Out of this experience I believe, came a basis for better cooperation and harmonious relationships between the county and state, among the various counties. We feel that through this experience we now can tackle additional problems that face us in the area of special education. This has been a very worthwhile experience and I think we all have profited from it.

STATE AND COUNTY RESOURCES

Tom Murdoch, Ed.S.
Director of Special Education
Placer County Schools

When I was first requested to participate in this conference, I was at that time a member of a state agency. Now my status has changed and for the past fourteen weeks I have enjoyed being an employee at the county level - that of Director of Special Education. So, when asked to view the subject and to discuss resources, I am, as you well may surmise, perplexed and torn to choose between the state or county approach in discussing this topic. However, to resolve this problem I have elected to talk to you from the point of view of a "County Director of Special Education" and chance that I will not expose to you my ignorance regarding the true problems and challenges that face all school administrators who are part of the educational network of this state.

As you can see, by choosing to identify myself with county directors of special education, I readily enlist the sympathy of some fifty-eight county offices of education, instead of one state agency which I no longer serve.

I can also excuse myself from any direct criticism due to un-thought-out comments for remarks that I may make at this time, because of my ability to claim to be "new to your ranks." Let me assure you that I do not intend to solely re-inform you or remind you of "those resources" already available that you, no doubt, are well informed and already have well assessed and organized to serve you and the educational unit in which you are employed. Furthermore, I surely do not intend to resolve your educational and/or administrative problems as I have not adequately been able to handle mine these past fourteen weeks. The question then to be discussed is, "How do we as educators, select, assess and implement those resources known to us?" and, "By what formula do we select these resources to improve the quality of educational programs and services for the future?"

Here is where I chance to assert that the County Office of Education's role and function is one to assist the local school districts, assess resources in regards to the total educational need within the county and to determine the educational needs for the future. Therefore, the County Office of Education becomes a resource in itself.

Too often, when administrators or teachers explore resources, it is done only in terms of "money programs." May I pause to point out that there appears to be sufficient evidence, at this time, which indicates that money alone does not guarantee the success or quality of any educational venture. However, it would be naive not to recognize that money when used wisely can strengthen any well-organized and planned program. There appears to be more monies available for programs, services and implementations of new innovations today than at anytime in the recent history of education. This single dynamic stimulus has attracted to our ranks a new kind of administrator - the administrator who is employed to get federal funds for the district. We must guard ourselves so that we are not tempted to join in the race of "getting it wholesale" just to secure educational monies for fad programs without preparing and defining our objectives and purposes.

In my opinion, the county administrator or an administrator of any educational level within the public school system should be trained professionally to assume the role and responsibility as the "educational leader." He is the key person to recognize, evaluate and recommend those resources that are best suitable to be selected to influence and enrich the instructional program.

Too often I have had the impression that the role of administrator had been reduced in the minds of both lay public and some teachers to that of first "A Task Master" of "unnecessary nuisance to the true educational processes."

The school administrator is a vital person because it is he who is or will be called upon to stimulate or bolster the curriculum or initiate a new program. It is his responsibility to select those resources chosen to stimulate, innovate or influence the direction and course of future instructional programs and services to be implemented within that school district or that county.

These resources may be, in origin, of the most simple or complex; they may involve but a few minor adjustments or modifications in terms of what may be added to the instructional program or be complex and unique in terms of its development. Administrators today may call upon various local, state, regional or national tax supported agencies or private foundations to assist them in developing a plan or plans to help the handicapped. A great many private tax-supported agencies today have some monies set aside or earmarked for the education and training of handicapped persons.

When discussing resources, we must ask ourselves for what purpose do we want assistance and for what end. An administrator at the county level must be prepared to intelligently discuss these resources that can best be "tapped" to yield those things that will best implement or improve pre-determined educational goals. Resources must also be continually evaluated as to their total worth, their value and to the extent that they are prepared to yield. Resources, unfortunately, are like many other material items that have limits and limitations.

At the county level, we are too often guilty of relying upon the State Department of Education to supplement or provide us with all technical and consultant needs past provided to serve the school districts within our boundaries.

We are unwilling to recognize or compromise the fact that the State Department of Education, even though expanding at a rapid rate, will not, and is not, able to give us the continued personal attention that once was provided. The changing role and function of that governmental agency will continue to affect our educational planning and services rendered. The county office of education, therefore, must expand, develop and strengthen its resources in relationship to the total educational "network" that binds all educators today closely together.

The county office of education must develop resource teams to assist school districts and provide them with the consultive and technical assistance once provided directly by the State Department of Education. The county office must assume its role as an educational agency prepared and equipped with the "know-how" to handle present and future problems and responsibilities - especially as envisioned by recent legislative decree.

This changing role of the county and state educational agency is not totally unique nor is it to be feared. It is a challenge for the responsible administrator. The administrator at the county level must be prepared to shoulder this new and expanded role of responsibility to better assist school districts to benefit from the many resources now available.

The county administrator must be able to nurture and encourage the development of new resources that will be replacing old and exhausted ones. The county administrator will need to be sensitive to all educational needs of the school districts that he serves. He will need to be creative and imaginative in his role of problem solving and recommend resources that will stimulate continued educational growth within that county.

My final comment is directed to you special educators as a professional group. "Are we guilty of being members of perhaps the greatest educational fraternity the world has ever known - that of special education - and to what purpose do we use our membership?" Have you as an administrator truly justified your position in terms of serving the handicapped child? How much longer will we be afforded the luxury and privilege to meet and hold conferences throughout the state and nation before its citizenry and our colleagues request that we account for our time and their monies entrusted to us to find solutions to the complex social and educational problems that face the handicapped. We have been entrusted with vast sums of money to develop and strengthen our resources and special education programs. Now what are we ready to produce? To that final question, I will not hazard a guess, but leave it to you and your conscience to decide.

As stated at the beginning of my presentation, I did not come here to resolve your administrative or educational problems. I came to this conference to explore and search for new concepts and ideas and to ask questions of you.

STATE AND COUNTY RESOURCES

J. Allan Simmons, Consultant
Education of the Educationally Handicapped
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One of the things that occurred to me when we looked at this title was my own personal experiences in trying to provide a resource as well as giving indications where resources might be obtained.

I'd like to discuss three practical problems in this area. The first of these, as Dr. Miklas has mentioned, is communication. Thorough consideration must be given to what we are trying to accomplish when utilizing resources. Communication is a two-way process. We must know what is wanted from a resource and we must make this want clearly known to the resource. From my own experience, this area needs greater development. We sometimes go out to provide a consultive service, prepared to provide one thing, only to find out something else was really the purpose of the meeting. The person who is hurt, of course, is the requester who does not receive the service the resource could provide, had the request been more clearly understood. It is also important to have some concept of what the resource is possibly going to sell. It is a characteristic of many persons providing a resource service to have a product of some kind - a philosophy, an idea, a point of view. You need to be prepared in some respects for this point of view, and to be ready to analyze what comes through during the actual meeting with such a resource. Another part of the communication problem is to remember you are getting an interpretation *from* the outside. At the same time you must be prepared to give an interpretation *to* the outside resource. Valid points of view, concerns, and problems constitute a two-way street, and some give and take is essential for benefiting from the best potential of any resource.

It is very important to consider the audience; why the people you have invited should attend. The more specific the audience, the more specific the service that can be given. It is extremely touchy in an administrative discussion to realize some of the persons who would be affected are in the audience as it can inhibit a straight forward discussion of the issues. This is particularly sensitive when the audience is expected to take part in the discussion and they feel hesitant to do so in the presence of others. A resource person will often adjust to such situations by becoming more general in their statements, with a loss of real meaning to the audience.

Anytime you utilize a resource you should consider some follow through. You are asking a resource person to assist you and I am certain that later they would like to know exactly what did come out of the opportunity. It is only through the process of determining how effective one was that the service will be improved.

A second problem area which is of increasing importance is coordination of resource opportunities. A great number of services have been obtained independently by school districts. This cannot continue as the demand far exceeds the supply of good resource opportunities. There will have to be strong efforts to combine the opportunities for utilizing resource personnel. County offices can provide a vital service in alerting school districts of people who are expected to be in the area and assisting them in obtaining the opportunity to utilize a resource person during the time they are available. There is also a need sometimes to combine resource personnel. For example, people have expressed concern about school finance and special education. There is occasionally a need to bring together personnel; such as, from the Division of Special Schools and Services and the Division of Public School Administration. You may get a better picture of the problems when you are able to combine the talents of two or three different people who have concerns in an area. But, you cannot expect this to be repeated district by district. These will have to be a coordinated effort. There will need to be a focus on the county or intermediate units for planning programs of importance and to have everyone work cooperatively through these units. There have been several indications that in the near future such resource personnel as State consultants will have a very minimal opportunity to provide direct services to a local school district. The time, the effort and the demands are going to be such that only through coordinated utilization can this service continue. The service has to continue, however, as in this way the identity of real problems can be resolved.

And this leads into the third area, leadership. The needed solutions to the many problems in special education are leading to increased organization of efforts, and added levels of leadership in special education. We need to include in our conferences and discussions more of those persons who will benefit from the experience in terms of growth into leadership positions of the future. There needs to be greater consideration given the development of leadership at all levels; local, county and state. This means developing the possibilities for bringing potential leaders into more of the small group conferences with resource people, for providing opportunities for their questions to be raised, and for increasing their awareness of the problems that must be continually faced. It also means increasing the opportunities to share ideas with others in similar positions, such as including persons from neighboring districts to share in the discussions with resource persons. This utilization of resources is necessary to help develop leadership in special education. Leadership, in a sense, is the ability of our philosophies, concepts and programs to continue in the absence of the person who is looked to as the leader.

The future of special education is, in part, going to depend upon the effective utilization of resources. We've heard the concept that this is the period of change. I do not feel this is a "period" of change. I feel that change is with us now as a part of our everyday life. To meet the demands of continued change we have to learn more efficient, effective means of utilizing the resources we have.

THE FUTURE AND THE NEED FOR COMMUNICATION BETWEEN COMMUNITY AGENCIES

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We are living in one of the most dynamic times in the history of man. Today we possess the technical knowhow or the capabilities needed to generate the knowhow needed to bring into reality most anything our imaginations might create. A stimulating article in the January 1967 *News Front* presented a summary of a Rand Corporation report predicting the following technical breakthroughs in the future. The dates listed are their median estimated dates.

Education becoming a respectable leisure pastime	1975
Widespread use of sophisticated teaching machines	1975
Automatic libraries, finding, reproducing copy	1976
Operation of a central data storage with access for general or specialized information retrieval	1978
Widespread use of robot services, for refuse pick-up, house slaves, sewer inspectors, etc.	1987
Evaluation of a Universal language for automated communication	2000
Man-machine symbiosis enabling man to extend his intelligence by direct electromechanical interaction between brain and a computing machine	2010
Feasibility of using drugs to raise the level of intelligence (other than as dietary supplements)	2012

Breakthrough by 2050 or Never

Chemical Control of the Aging process permitting extension of life span by fifty years.

Breeding of intelligent animals (apes, etc.) for low grade labor.

Breakthrough after 2050 or Never

Feasibility of education by direct information recording on the brain.

The November 6, 1967 *U.S. News and World Report:* This country's population has now reached the 200 million mark and estimates indicate the 300 million mark will be reached 33 years from now in the year 2000. These projections into the future are pointed out as indicators of the type of world we are living in and will face in the future. It is very likely that most of these predicted technical advances will come to pass unless we fall apart at the seams socially. You will probably agree that technical progress seems easier to achieve than social progress.

The need for social progress was emphasized by Willard Abraham in his September 1967 article in *Todays Health.* In this article, he indicated that our children, "will live much or most of their lives in the 21st century and face a world different from ours - far more complex in its technological advances. If their world is to survive, they will need to file down the rough edges of human relationships."

It is these rough edges in our human relationships which often hinder or block the effective organization of community resources. To effectively service the handicapped members of our communities, we must establish and maintain communication between the various individuals and agencies providing services.

Many attempts have been made to organize effective Inter-Agency Councils for the purpose of encouraging communication between agency heads. Unfortunately these efforts often have ended in failure. These failures usually can be traced directly to lack of motivation and the rough edges in the human relationships between the people involved.

We often find that one of the following reasons provided the major barrier which prevented the attempted organization from being successful.

1. Failure resulting from everyone waiting for someone else to get things going or to call the next meeting.

2. Dissension within the group over the question of who will be the chairman, director or leader of the coordinating agency.

3. Dissension growing from the traditional first meeting question defining exact roles of the membership or "What is this group's purpose."

4. Failure to agree on a meeting time and place.

5. Conflicts of hesitancies between members of various agencies regarding the exchange of information pertaining to cases of mutual interest.

The first cause of these failures is often based on our crowded schedule and the excuse that we don't have time for another meeting. To resolve this time problem effective Inter-Agency Councils often meet for breakfast or lunch on the prescribed day of the month. Once the meeting time and place are determined and the list of Council members has been established, the calling of meetings is routine. Someone's secretary can be given the responsibility of calling other council members' secretaries the day before each month's meeting as a reminder. This also gives the person who is to provide the program a reminder.

The problem over who will be the group's leader again can be easily resolved if the organizational structure remains flexible. This informal structure works well in the more rural area. Where the council's monthly program might consist of meeting for a "dutch treat meal" followed by the presentation of the program of services offered by a member agency's representative. This representative might also serve as chairman of that meeting. Before the adjournment of a meeting, the group can indicate which agency's services they wish to hear reviewed at the next meeting. The representative of the agency then becomes the chairman of the next session.

It may not be nearly so vital as some individuals indicate to define specifically the purpose of the Inter-Agency Council. Many purposes may serve as Inter-Agency Council functions. The meeting and getting to know those professionals who work in other agencies should be a primary purpose. As this is accomplished, it is natural that the level of communication which follows will improve. That is, unless someone insists upon precise role definition, which often is interpreted as telling me what you can do and what I can't do. When this happens, the failure of the organization is well on the way. Likewise, attempts to define purposes often become the source of what appears to be a move by one agency to restrict or limit another from serving certain types of cases or groups of people.

The fifth possible cause is a just reason for the failure of attempts to organize a means for increased communication between staff members. It is based upon the problems connected with the handling of privileged information. Again this problem arises as a matter of degree and taste. Until the use of central filing and the creation of ethical and legal precedent, the open discussion of cases between members of different agencies will continue in some cases to be a source of problems. Even so getting to know those who represent the various agencies and the services these agencies can facilitate improved referral and communication.

The informal organizational approach works well in rural areas. In these areas representatives of the various agencies usually are well acquainted both with each other and with most of the individuals and families needing or receiving services.

The type of coordination council or inter-agency council needed in the urban population centers will need to be of a more formal nature. The agency heads will not be able to discuss cases from memory nor will they always know each other on a first name basis. In these areas we will see in the future the development of computerized central clearing houses where records are stored for many cooperating agencies.

Hopefully, in the future the emphasis of the various service personnel will shift from what their program or agency can or can't do to an overall approach involving many disciplines working to more efficiently serve those who are in need.

The recently announced plans for the new Scottsdale, Arizona City Hall reflects the shift to the new cooperative spirit we must develop. With the exception of the office of the mayor, city treasurer and the restrooms, this new city service center will be without the traditional boxlike divisions. It is that city's hope that this new open approach will serve to open doors to better communication between the members of the various city departments and the public they serve.

This movement toward a cooperative or team approach must occur among the agencies serving handicapped children and adults. The new technology has made rapid communication, storage and retrieval a possibility. Now we must advance socially to the point where the rough edges in our interpersonal relationships do not prevent proper utilization of the technological aids now becoming available.

COMMUNITY RESOURCES

Floyd Baribeau, Director
Division of Special Education
Arizona State Department of Public Instruction

I appreciate this opportunity to speak to such a group of experts in Special Education as are assembled here. We have heard two people talk about Community Resources and I hope I can add a bit toward another direction on this subject.

Utilization of community resources is becoming more and more important since so many local groups, both public and private, state agencies and the federal government are now becoming concerned with the problem of exceptional children. Communities are beginning to recognize that the problem of the handicapped is more than a family responsibility and that the attention of the total community and all resources are required if progress is to be made. Schools have been involved for a long time and I believe we can safely say that as a discipline, education has done more for the plight of the handicapped than any other discipline; however, the school frequently becomes the target of many groups. Historically, the public school has served as a center of community resources. With the new focus on exceptional children, particularly the handicapped, another dimension becomes apparent, namely, the necessity to extensively utilize all resources in the community, and the need to establish communication with other professional groups and agencies previously seldom involved in planning the total school program. The role of the school in serving the exceptional child is in a transitional stage, from offering token educational services to one which offers services of a major consequence affecting a greater portion of the individual's life. For example, early identification and placement, health services, extension of the maximum age limit, job training, job placement and follow-up are indicative of the movement to collaborate and coordinate with other agencies in programming. What I am trying to say is that planning is of utmost importance. We, as educators, must be concerned with the quantity and quality of the health, educational, recreational and welfare services. We cannot set up our educational services in a vacuum. They are related to, and affected by other programs and services, both concerned with children and adults. All community services overlap and complement each other. They should be thought of as parts of a whole, not as separate, unrelated programs.

I chose to talk just about the aspect of planning after looking at the backgrounds of the other speakers. My first point that I would like to make, is that if we are to plan, we must know our relationship to the allied services in the continuum of care. For example, if a referral to the Division of Vocational Rehabilitation is to take place with a minimum of difficulty, the educator must understand the operations of Vocational Rehabilitation. If the educator is to make maximum use of the community health clinics for services for the child and possibly his family, he must understand the operation of the clinic. It should be remembered that services must be on a continuum and that at each level, the sponsoring agency has an obligation to assume some responsibility for maintaining this continuity. Planning also includes for the establishment of specific goals for each individual, not type of individual or handicap, periodic reassessment of the program objectives in terms of individual potentials and built-in flexibility within programs to permit quick and easy adaptation to changing requirements.

My second is that in planning, we must consider the factors that affect planning. Planning of a total program is affected by a wide range of factors and conditions.

1. The number of exceptional children residing in your area of responsibility.
2. The income, cultural status or level of the area.
3. Density of population.
4. Varying levels or degrees of handicaps.
5. Present existing services.
6. Degree to which community services are presently available - calls for analyzing of programs.
7. Range of specialized services - clinics, evaluation centers, etc. (diagnostic - service)
8. Degree of public understanding and backing.

Third, I would like to discuss briefly some of the basic principles for planning of the utilization of community resources. I am sure that you will agree with me that these principles must be realistic, timely and most important, have the ability to produce desired results. It calls for awareness of the resources available to deal with the problem and identification of those aspects of the program that remain to be solved. The process also enlists services and skills of professional and community leaders, an inter-agency committee.

The *first* principle, then, is that planning must involve any and all governmental, voluntary or other agency involved in exceptional children. This is the only way a coordinated effort can be accomplished.

Second, what general community services and facilities should be available to the exceptional child.

Third, planning on a long range should be related to community, social and economic trends. Such considerations as population growth or shifts, industrial growth, demand for services, content of other health, education, and welfare agencies. The school cannot change, alone, adverse local conditions.

Fourth, schools should develop data to provide a base for projecting the extent, character and location of their own facilities in light of the community resources. Demand should be assessed with special consideration. Of course, planning should permit determination of resources available within an area to maintain quality programs at efficient levels.

Fifth, planning should be based on the total and complete needs of all exceptional children for services and facilities rather than on availability of financial support.

Sixth, short range planning involves selection of higher priorities than does the long range plan.

Seventh, schools should encourage the improvement of existing facilities when feasible and appropriate, but should not fall into a trap to bolster and promote selfish special interest groups or promote private enterprise.

Eighth, school planning must include in-service training of all special education personnel into areas of services, availability, expected outcomes of service, degrees of cooperation and additional needs.

Ninth, planning should develop procedures to evaluate the resource activity in light of desired outcomes and future needs on a continuing basis.

Tenth, school planning must not stop with termination of the school experience. Ideally, the special education personnel will plan into their program, leadership to community resources and in turn write into the plan the necessity for lay or other professional leadership in school programs.

In closing, I would like to give as an example, some of the resources available in helping with Cerebral Palsied Children. We could divide the resources into medical, educational, vocational, recreational, parent and general categories. Some of the resources in the community might be:

Local UCPA - State UCPA
Local Health Department
Local physicians and dentists
Public health nurses
Hospitals
Child Guidance Clinics
Camps
Private Vocational Agencies
State Department of Health
State Boards of Education
State Department of Welfare
Local Society for Crippled Children
Parochial and private schools
Parks and Recreation Departments
Community Centers-Community Councils
Case Work Agencies - Family Service Groups
Sheltered Workshops
Universities and Colleges
State Department of Mental Hygiene
State Div of Voc Rehabilitation
Other public schools in the area

Indeed, the educational process for exceptional children calls for a team approach, partnerships and cooperation of all resources. Comprehensive planning is a must.

COMMUNITY RESOURCES

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One of the most significant problems we have to face in American culture today is not the use of computers, or how much hardware we are going to have, or whether we are going to have color television in every room, but rather how are people going to function in a culture which increasingly makes alienation more and more possible.

Now, I am not a realist; I am an idealist and will continue to be one. When people speak of realism, I am always reminded of the late prime minister of India Nehru's statement that most realists in the world today are hopelessly unrealistic. And so I speak from the standpoint of being an idealist. My ideal is a community where people feel that life is not meaningless, that they have norms, and that they are not ciphers. I came to this viewpoint as a sociologist with training in anthropology as a participant-observor. I have gone into communities, not as someone in power such as a school principal or teacher, but as a learner. And I have come out of the communities - both Negro and Mexican-American, with a great sense of humility after perceiving these people's insights and their ability to see through part of the shams and hypocrisies of our society. Many of these people have deep feelings and understanding, and, despite their being untutored and unlettered, they have tremendous intelligence. I am speaking for these people.

We in the schools have not looked enough to the community for greater strength in our programs. To approach any community, we must maintain one fundamental principle - a principle that is applicable to any school program, whether it be the education of the normal, gifted, or handicapped child, and that is the belief that each person is valuable, unique, and capable of greater growth towards social sensitivity and responsibility. Also, each person has underdeveloped abilities in initiative, originality, and leadership. These qualities can be discovered and strengthened if we give people a chance. The following are two examples with which I have been personally engaged:

This past summer I was a director of an NDEA Institute for Teachers of Disadvantaged Youth. The core of our program was that we felt we ought to break down the barriers that exist between the community and the schools (in this case the Mexican-American community and a Negro community); and also to break down the barriers between teachers and administrators, as well as barriers between regions by putting people together in meaningful and task-oriented situations. This we did. The strength of our program, however, was that we decided that on each of eight teams of teachers and administrators, we wanted a community youth who was an indigenous community member. As we did not want any National Honor Society members nor leaders of the student councils, we did NOT go to the schools for our community youths. We looked for youths in the community who were leaders among their peers and who knew their community thoroughly. We did not care if they were gang leaders (in fact, we wanted gang leaders and found one); nor did we care if they were school drop-outs. We wanted someone in the community who knew them to say, "This is a boy who knows what the score is, and is a leader." We found eight boys - four Negroes and four Mexican-Americans. They were put on each team as members; however, as they were working with teachers and administrators, and we wanted these boys to be - in a sense - team leaders, we made them members of our University staff. How about that? And because they came from a community where money really means something, we could not pay them less; so these boys received the same amount of money as the teachers and administrators. By this informal level of communication, we meant to prove that all were equals in this particular relationship. All had tasks to do, and we had a few resulting problems; however the interesting thing is that we didn't have any problems with the boys. Instead we had a few problems with teachers and administrators who, at first, could not admit that there were some untutored, unlettered people that might have better values and more insight into what was going on. We had problems, but before the institute ended they were resolved. Everyone in the institute, including the boys, went away a little humble and grateful. When it ended, much of its success was owed to eight boys who had a deep feeling about their role in the community, their relationships with teachers and administrators, and mostly, their relationship with their people.

One of the defects in our society is that we do not get to know each other very well; we do not learn how to level with each other; we have not yet learned how to say to another person - humbly and meaning it - "What do I look like to you? What do I mean to you? How do you read me?" - and be willing to hear how we are perceived by others. Every morning during the institute we had one hour and a half to two hours of sensitivity training, although we called it a human relations seminar. The interesting thing is, here I am standing in front of you when I would much rather sit down with ten or twelve of you and spend the whole afternoon talking about mutual problems, how we see each other, and getting our feelings out in the open. This is also how you reach your community. If any charges should be made against the educational profession, they are that there are too many squares, too many people hiding behind their degrees, and too many people who have learned to substitute knowledge for feelings. Ultimately, it is our feelings that are going to plunge us into destruction or raise us to greater heights.

The following is another example of community involvement and my respect for the community and its possibilities. Recently I was asked to evaluate a federal program in remedial reading for students who had failed. It proved most interesting. These schools each had one teacher, one trained guidance counselor, and four community aides for about fifteen students in the program. The teachers were selected on the basis of both their credentials and success as teachers as measured by administrators. The guidance counselors were selected on the basis of proper credentials. The four community aides, however, were picked on the basis that they were warm human beings - a most unusual requirement! The administrators said, "We need some people and we can pay so much. It does not even matter if these aides have graduated from high school." The aides then were chosen on the basis of intuitive judgment by the interviewing administrator. Later, as I talked to the people who picked them, they said, "Well, we were looking for warm-hearted individuals who could relate." Later, my task was to evaluate the program, and to see who were most effective in terms of different roles. In terms of any criteria, the most effective people in this program were the four community aides. When interviewing students in the programs in the three schools, a key question I asked was: "If you had a personal problem, to whom in this group would you go for help?" They always picked one of the community aides instead of a trained counselor. To the question, "If you are having problems with reading, to whom would you go?" Would they go to the teacher? No, they wanted to take both their academic *and* personal problems to these community aides who were selected on the basis of their being warm human beings.

Perhaps we have partly regressed in education. I am becoming less enchanted with advanced degrees of how much one knows; instead I am beginning to look more and more at the quality of the individual as a human being, because we have so few left. Perhaps educators have tended to shy from community involvements; community involvement of any kind is seldom simple. Even after commitment to a group or purpose, people can be difficult when differences occur. One thing you can expect is dissension and conflict. Your test as a human being is whether or not you can handle trouble - from hare-brained ideas to little feuds in the community. Very often we are discouraged from using community people because they do introduce disturbing elements. Properly handled, however, conflicts can be creative. They can provide a sense of excitement for your program. Also, it is extremely important for people to experience differences freely. Get things out into the open. Too many people search for consensus too quickly. A group leader who is not really committed to the worth of individuals can be spotted by how long he or she can tolerate conflict in a group. The leader who can sit there and not be upset by letting people express their differences freely in the open is an individual who basically respects the quality of individualism by allowing people to be themselves. If we search for consensus and get it too quickly, we can predict what is going to happen. It will probably break out later in a more virulent form. Also, in approaching our community, we must realize that people do things for many reasons, some of them basically selfish, and some of them basically altruistic. If we permit free discussion of differences, people do tend to become responsible and thus they foster the interests of the whole group and of their idea of community.

Furthermore, if we are to successfully operate in a community, we must carefully delineate our beliefs and value structure of the program. Goals must be open and on the line; however, they must also be compatible and reinforce the existing values and beliefs already present in the community. In other words, you can not do a good job in the community if you don't know it. For example, PTA women with tea and cookies do not go over in a Mexican-American community. What is needed in Mexican-American communities is a male organization. Why? Again, if you know anything about the idea of *machismo*, the male runs the thing. So if you have mostly Mexican-American children, arrange activities so that the males can work in the schools. In Los Angeles, for example, a number of schools have discarded the PTA and have instituted their own male groups which meet in the evening and exclude women. I am not in favor, particularly, but then, I'm not Mexican-American either. Also, when working in disadvantaged areas, we should realize that the future, as such, does not mean very much. They are "NOW" oriented - not tomorrow, not next year, but *now*, One can't promise that "We're going to do this next year," or even "Stick around for a few weeks." You should come into this kind of community and say, "Tomorrow this will happen." Furthermore, you should continually demonstrate how well the program is progressing. Failure to communicate this progress is one of the biggest hindrances to most of our programs, because the latent function of publicizing progress is to induce in the institution a success orientation. If you can induce this, you will go against almost everything that has ever happened in public education, because most schools are failure-oriented in relation to the community. I once had a group of my students assess community contacts in terms of whether the contact was based on a success story or a failure; we found that most of the community contacts were centered on failure. For example, if a child is having problems in class, such as discipline or grades, we usually bring a parent in and say, "Let me tell you about Johnny and his trouble." But how many times do we call the parent in and say, "I want to tell you about Johnny. He is a great kid and we love him!" In terms of success you should do more of the latter; and as much as possible, forget your failures. If you can induce in your community the idea that you're doing great things - if you can show it - you've got it made. They will love you and more than not, support you completely. So, if you are a good administrator, you are always looking around, saying, "How can I tell my community how we are succeeding?" And sweep your failures under the rug.

Also, as a good administrator, you must plan for the future. For example, you should know how much money is being spent. It is important to keep up with any new community programs, and there is only one way to find out: Get into the community. The federal government is funding more and more community-sponsored, community-run organizations. However, if you go into the conventional agencies, often they don't know about them. If you know your community, and just not the Kiwanis, the Rotarians, or similar organizations, and the real people in the street - you'll find out.

One very important contact for most schools should be a community coordinator - someone whose job is to go into the community, to walk the streets, to talk to people, and to find out what is going on. Also, if you are in a poverty area, an especially important function is to act as a referral agency for people who need family help. Consider yourself as a coordinating council; thus you should have a helping community coordinator provide this kind of data for you. For example, handicapped children often have multiple handicaps such as a family with poverty, divorce, desertion, or disease. Thus, if you can be the coordinating referral agent, it is another way to get your community behind you.

You may often have to seek community support, such as financial help. Even in a poverty area, it is important to get people to contribute money, even if only a small amount. In poverty areas we are so very often a little reluctant to ask for money from parents or members of the community. I think this is wrong because in giving money - no matter how little - they give a little of themselves, too. There is a tie between their investment and their feelings toward the program. Basically what we want is to induce positive feelings towards our program.

If people can not give money, they can often give time. However, one of the worst possible mistakes administrators often make when utilizing community time is that the nonprofessionals are generally given worthless or oversimplified jobs. If people are giving time, make certain their time is worth something. Try to give them something that takes some skill; you may be amazed at how well they can and do perform. Often the job will be done better than trained individuals can do it even if you have to creatively seek out ways of making this possible. You will generally be making a contribution both ways. For example, people who can not read very well often make good tutors for others who can not read very well either. Now, how about that? Studies made of tutors indicate that the most gain in learning is made by the tutor rather than the tutee. You too can similarly be enriched in your educational search.

So in conclusion, I hope that when you go back to your communities, you will look around, see who is there, and get acquainted. In terms of community resources, *look* at your people - search for *all* of the people in your community and use them. They can make more of a difference than you realize.

NEW ROLES IN SPECIAL EDUCATION ADMINISTRATION

Robert A. Henderson, Ph.D., Chairman
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University of Illinois

My topic is "New Roles in Special Education Administration." My charge is to create a gnawing doubt that all is well, and to instill a burning desire for change. For it is *change* that is the essence of administrative leadership: change either of procedure or structure to achieve the goals and objectives, or change of the goals and objectives themselves.

To some of you this may seem most improper: in your district everything is *perfect!* Every exceptional child in your district is identified, diagnosed, placed in the optimal special educational program with fully certified and experienced teachers, whose classrooms are models of teaching stations, equipped with every functional learning aid available, supervised by enlightened principals, in buildings with cooperative, supportative faculty, integrated to the utmost with the non-exceptional children (if indeed there are any such left), all this in a community with an adequate tax base, and a populace eager and willing to support their schools - and especially the extra costs of the special education program therein.

Each of you, now having identified yourself as the one to which I have just referred, may feel that you should be properly excused if you yield to temptation. After all, I have indicated that my topic, "New Roles," really has to do with change - and the very fact that your program is perfect (or rather was perfect when you last looked) means, by definition, that no change is needed. After all, change perfection, and you achieve non-perfection.

But beware: all is not well - perfection has slipped: a new family has moved to town over the weekend with 12 children of ages 3 - 16. What are the odds that one or more are exceptional? While your efficient referral and screening system might soon ferret out these newcomers, there are other factors operating of considerably more significance. Even as we meet here, legislative bodies at the local, state and federal levels are considering bills which, if they become law, could aid or hinder your efforts considerably. Also at this very minute, a judge in some state or federal court is studying the briefs on a case concerning the schools. His decision, when used as a precedence, may shake the very foundations of special education programs. Witness the Harold Skelly decision in Washington, D. C., this summer, which said in effect that the tract system was in fact segregation, and thus unconstitutional. Will the next decision extend this to include special classes for the retarded and disturbed?

Scientific discoveries are also causing change - both for the good and the bad. Rachel Carson's *Silent Spring* may have overstated the case to achieve dramatic effect, but the deformed children resulting from the so-called side effects of the tranquilizer drug Thalidomide, are living proof of the creation of handicapped children by what was advertised as an aid to mankind's troubles. Who knows what side effects are operating now on each of us and our children from the various man-made synthetics we breath, eat, or otherwise swallow? What combinations of these are capable of producing damage to the growing child, to a developing fetus, or perhaps even to the chromosome or gene structure itself prior to conception.

If we have any constant in the history of science it is that growth is uneven - that it comes in spurts and that each discovery produces new problems. Take for instance the problem of high mortality in premature babies. Medical science produced the incubator with its life-saving oxygen - only to discover that it had created a new cause of blindness: rentrolental fibroplasis (RLF). It will be several years yet before the large wave of these children are through our special educational facilities. Oh, to be sure, in 1954 the cause of RLF had been pinpointed, and a correction was made to prevent the condition from resulting, but the RLF children are still with us: first requiring increased numbers of facilities, and then, a reduction to correspond with the reduced incidence.

As we learn more about the heterogeneous group of children with the heterogeneous labels: "mild neurological handicapped," "brain injured," "learning disabilities," and even, "educationally handicapped," we are belatedly discovering that the essence of what is special about special education is diagnostic-teaching based on an understanding of individual difference in the ways in which children learn. In my opinion, we have only opened the door to what Kirk calls "Scientific Pedagogy." How many children with school records indicating, "lazy," "unmotivated," "lacks study skills," "poor attitude toward school," etc., are really undiagnosed learning disabilities. The number of such children cannot even be guessed at. What evidence we do have, however, makes clear that the convenient categories into which we drop children, once a label has been attached, often do more to satisfy *our* desire for nearness in administrative procedures than it does for identifying fully adequate programs for handicapped children. Many special education programs involve segregation or remediation - both of which are administrative procedures designed to adapt the child to the regular curriculum. For some of our exceptional children, we will need to design a curriculum for the child's particular syndrome of learning disabilities, or at least what might be considered readiness training for developing generalizations which can then be used in the more traditional educational programs.

Perhaps the easiest way to illustrate change in administration of special education and its implications for new roles, is to share with you some of the results of a national study of special educational administrators. Faced with problems of decision making without adequate data, the United States Office of Education ad hoc panel on state plans and administration asked the Institute for Research on Exceptional Children, University of Illinois, to conduct a study of current projected needs in this field. A fellow Californian, Ken Wyatt, undertook this study with the aid and encouragement of the state directors of special education. State officials were asked to provide data concerning current status of administrators and supervisors, attrition rates and a

TABLE 1

Current and Projected Distribution of Leadership

Type of Leadership Personnel							Locale of Employment						
Category	Currently Employed		Estimated Total Needed		Estimated Increase		Category	Currently Employed		Estimated Total Needed		Estimated Increase	
	Number	% of Total	Number	% of Total	Number	% of Total		Number	% of Total	Number	% of Total	Number	% of Total
Directors	1243	32.47	2442	24.84	1199	19.97	Local Public School Districts	1775	46.37	4745	48.26	2970	49.47
Principals	653	17.06	1025	10.43	372	6.21	Intermediate/ Coop. Programs	503	13.14	2141	21.77	1638	27.28
Coordinators	491	12.83	1266	12.88	775	12.90	Residential State Schools	637	16.64	1160	11.79	523	8.71
Supervisors	624	16.30	2602	26.46	1978	32.94	State Offices of Public Instr.	355	9.27	800	8.16	445	7.41
Consultants	644	16.82	2040	20.75	1396	23.25	Private Schools	558	14.58	986	10.02	428	7.13
Others	173	4.52	457	4.64	284	4.73							
TOTALS	3828	100.0%	9832	100.0%	6004	100.0%		3828	100.0%	9832	100.0%	6004	100.0%

five-year projection.

Table 1 summarizes current and projected numbers of special education leadership personnel by type of position and by employment agency. While the increase in directors is impressive (from 1243 to 2443), they will actually be decreasing in terms of proportion of directors to the total leadership personnel required. Principals of special schools also show a drop, while coordinators are seen holding their own. Consultants and supervisors, on the other hand, will gain both in terms of total numbers and the proportion of positions which they hold. The logic of this would seem to verify the accuracy of predictions: That as school district reorganization plus formation of multi-district cooperative programs for exceptional children produce larger, more efficient units, the need for several all-purpose directors decreases, but conversely, the need for supervisors of particular phases of the programs increases as the number of specialists in a given program permit such a supervisor to be employed.

The right hand half of the table show the current and projected employment locales for special education leadership. Here too we see changing picture: proportions dropping in public and private residential schools, and in state offices. Intermediate, cooperative district programs and single school districts will show the major increases.

The underlying assumption to all these data, of course, is that we have not met the needs of all exceptional children. Taking the USOE report of number of exceptional children served, and census data of public school enrollment, we see that most states are providing special educational services to three percent or less of their children. (See figure 1) The near ten percent state is North Carolina, and achieves this status by enrolling an unusual proportion of children in programs for the gifted. If prevalence estimates have any validity, most of the states have a long way to go toward meeting the needs of exceptional children. This, therefore, adds credence to the estimates of administrative personnel needed.

As we approach the goal of meeting needs, a shift in type of personnel needed is seen. Combining the directors, principals, and coordinators as "administrative" positions, we can see the relative change compared to the supervisor and consultant who are combined as "supervisory" in figure 2. While today the administrators outnumber the supervisors by two to one, it is estimated that in just five years they will be about even. This is not to say that the director of today does not provide supervisory services, nor that the supervisor of special classes does not perform administrative tasks relating to bus schedules, etc. As larger units come into being, however, specialization of function will inevitably take place - and the clearest trend from these data is that the supervisory function now exercised by the administrator in the smaller districts will be removed and assigned to a supervisor whose role will be less ambiguous and contradictory.

If indeed this does occur, we will find supervisors of a radically different variety than are now available. Too often supervisor = junior administrator, with differences between director and supervisor limited

Figure 1. Distribution of states according to the percent of the total public school population enrolled in special education programs.

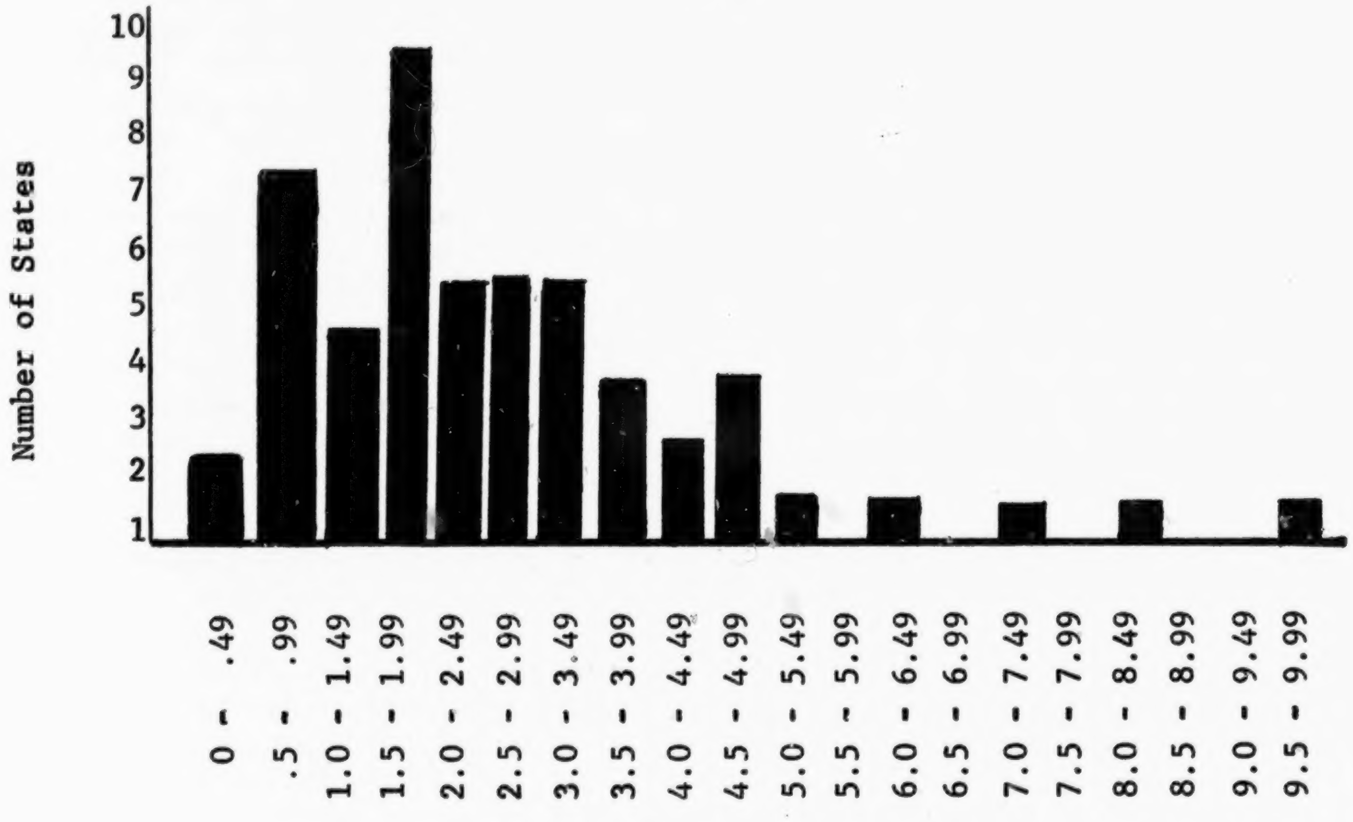
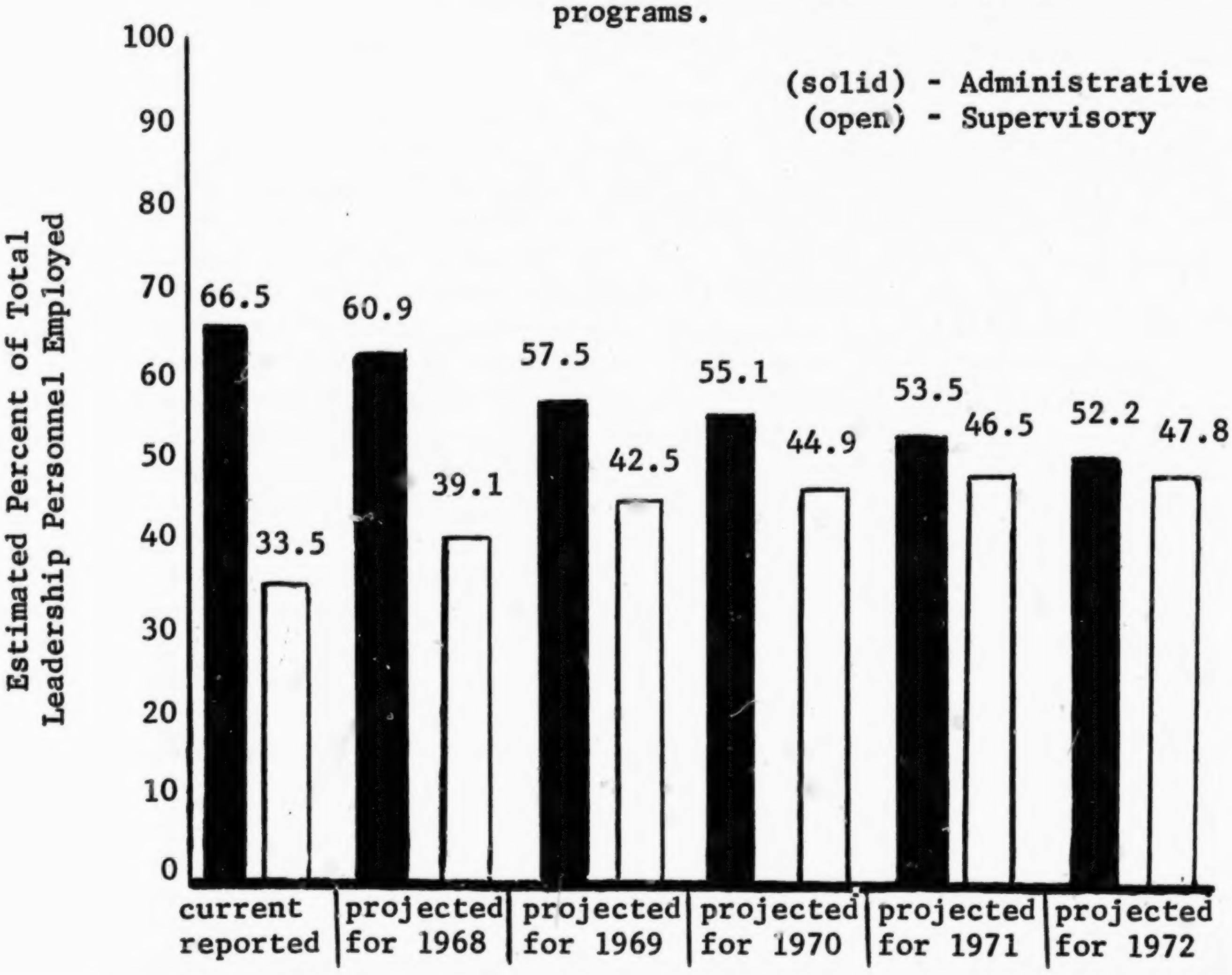


Figure 2. Reported and projected ratios between special education administrative and supervisory personnel employed in local, county, and cooperative public school programs.



to scope but not activity. Since positions labelled as "supervisor" carry this connotation, and are many times seen as stepping stones to positions of director, they are seldom sought by "master teacher." These individuals want close contact with the classrooms and are repelled by administrative duties.

When and if sufficient specialization occurs, it should be possible to employ these master teachers as supervisors in the true sense of the term. Tasks now assigned to supervisors, such as bus schedules, budget and inventory, etc., would go instead to an administrative assistant working under the director or a coordinator. The supervisor would have improvement of the curriculum as a primary responsibility, and would spend most of her time in the classroom demonstrating the use of new materials or techniques, or freeing the teacher to visit another class of children with similar problems. In-service education and curriculum development would thus be a continuous process closely related to supervision.

From what we know of personality differences and role expectations, the budding administrator will not be the person to fill this kind of supervisory role. Conversely, the master teacher will reject "promotion" if the new position involves assuming administrative responsibilities. Thus, the supervisors of tomorrow will have a new role. Even in small districts where all administrative personnel wear several hats, it will be possible to "seduce" the master teacher into assuming the supervisory role by (1) maintaining the separation of function and (2) combining part-time teaching instead of administrative duties, with the supervisory position.

Along these same lines, we might look for a minute at California's part time special education leadership personnel. Charlie Watson has supplied the interesting figures on Table 2. Directors in local districts are wearing the Guidance, Pupil Personnel or Special Services hat as their primary job title, with special education as secondary in about 75% of the cases. Intermediate directors of special education have such a hat in only 41% of the total, which probably reflects the specialized nature of many of the intermediate, cooperative programs. If the prediction concerning the changing role of supervisors is correct, future analyses should show many more supervisors than estimated, many of whom would be part-time teachers.

To paraphrase and corrupt an old saying, "Not only do liars figure, but figures lie!" Even if true in relation to the table and charts we've just seen, an increase in numbers of programs is inevitable. What does such an increase portend for new roles for special education administrators? One seems clear from the predictions themselves: an increased specialization and separation of the supervisory role from the all-purpose director in the small district, and the creation of many administrative assistant positions.

Just the increase in numbers will pose new problems. Communication between administrators will require greater time and effort. What before could be a casual conversation between a few friends, will necessitate formal structure and scheduled meetings to achieve the same level of

Table 2

Personnel in California Carrying Special Education As An Additional But Secondary Assignment

		AREA OF PRIMARY ASSIGNMENT									
Types of Special Education Administrator	Locale of Employment	Guidance	Pupil Personnel	Psychological Services	Attendance/ Child Welfare	Curriculum/ Instruction	Health Education	Educational/ Special Services	Part Time Totals	Full Time Totals	% Who Are Par Time
Directors	Local	20	31	1	-	29	1	46	128	42	75.3
	Intermediate	5	4	-	-	2	1	4	16	23	41.0
Principals	Local	-	-	-	-	-	-	-	-	43	0
	Intermediate	-	-	-	-	-	-	-	-	13	0
Coordinators	Local	3	6	-	-	4	-	3	16	44	26.7
	Intermediate	-	-	1	-	-	-	1	2	21	8.7
Supervisors	Local	3	-	2	2	-	-	1	8	27	22.9
	Intermediate	-	-	-	2	-	-	-	2	5	28.6
Consultants	Local	5	-	-	-	-	1	1	7	25	21.9
	Intermediate	3	-	1	-	-	1	-	5	17	22.7
Totals		39	41	5	4	35	4	56	184	260	41.0

understanding. Also implied in the increasing number of exceptional children being served is the relative importance of the special education programs in education: at the local, state and national levels. With such increased responsibilities for a greater proportion of the schools' children will come control of more personnel and funds - the basis of power. This will require considerable change - in kind as well as degree - for administrators of special education. Any group which acquires a specialized body of knowledge which is important to society is given more autonomy, which in turn must be accompanied by ethical responsibility.

Such responsibility will be reflected in revised priority allocations among old roles as well as the imposition of new roles. The medical and legal professions provide the best analogies. Ethical responsibilities here involve not only the discipline of members who violate the ethical standards of the profession, but also, and perhaps more important, participation in the recruitment and preparation of those who enter the field. What would medicine be today without the internship as a vital element in the preparation of doctors? Yet how many of you are contributing to the preparation of neophyte administrators by supervising an intern this year? How many of you have budgeted for such a person for next year? If the large number of new administrative and supervisory personnel are to be adequately prepared in the coming years, we must have an increased awareness of the administrator's share of responsibility for the preparation of such personnel. Thus the administrator becomes a part-time graduate educator, while the college professor is more and more often found outside the confines of his ivory tower working on the real problems of the schools.

Another area where special education administrators will need to acquire new roles is in the realm of legislation. Unlike the medical and legal professions, education is closely related to the political structure. When the doctor or lawyer needs more money to function properly he raises his fees accordingly. The educator, on the other hand must turn to the school board, the state legislature or the Congress to obtain the needed funds. Furthermore, restrictions on use of these funds are often legislated along with the appropriations. Thus the special education administrator must be particularly aware of pending legislation, both to obtain needed financial support, but also in order to avoid laws which provide excessive and improper controls. Too many of us have been bashful about testifying before legislative committees, about asking our legislators to keep us informed on the progress of certain bills, and of taking vigorous professional action to have good legislation introduced and passed, and bad legislation defeated. As more and more exceptional children are provided special services the burden of responsibility for such legislation must properly fall on those with the requisite knowledge and experience: the Special Education Administrator.

While less common, we need also to develop a new role in a branch of government with which few of us have any acquaintance: the judicial. No - I'm not advocating that we get ourselves arrested by sit-ins for better services for the handicapped. On the contrary, it is high time that we become identified as the proper source of expert testimony on matters which affect the education of exceptional children. We should be alert to possible test cases which could set precedents affecting not only our own but many other districts in our own and other states. The procedure is well established: declaration of interest in filing a brief to provide information or expert opinion as "amicus curiae" or friend of the court. The data supplied the court is then used in reaching a judgment, often utilizing the data and recommendations in framing the decision.

In addition to the new legislation and interpretations of old laws, we must look to the problem of making what we now have available work to best advantage. Given the end of the Vietnamese war and consequent approriations at the levels authorized in the basic enabling legislation, special education will be literally bombarded with federal funds, either directly or through state departments of education. In addition, regional R & D laboratories are being established which could be of considerable assistance in translating research findings into classroom practices. Instructional Materials center s are springing up to evaluate new techniques and materials, and to disseminate them into the schools.

While coordination has always been an administrative responsibility, the future will bring with it a level of complexity heretofore unknown. Early diagnosis of many handicapping conditions will alter the extent and effect, if educational programs can be phased in at the proper time. Coordination of effort with preschool programs operated by parents and others, as well as with post-school activities such as sheltered workshops and activity centers will be mandatory. All these activities will require more than just additional need for administrative time. The new skills and competencies demanded will constitute a new role for the director of the future.

At the outset we defined administrative leadership as the initiation of a new procedure or structure - i.e., change. We have seen that this may range from legislation to hardware, from dollars to interns. While some change is inevitable, what kinds of changes must be initiated to insure improvement in special educational offerings? Much of what we now teach as school administration is composed of the testimonials of successful administrators, or the folklore of "promising practices." Reliable knowledge must be obtained through the use of the scientific method. We must be able and willing to devise action research at the school district level to empirically test the benefits of varying organizational patterns, different types of instruction, methods or materials, of new learning aids. The special educational administrator must assist university researchers in appreciating the school's problems and in accomplishing meaningful research in the schools. Such a role is complementary to the one described earlier in connection with the identification, recruitment and education of new administrators. The research skills of these young people need to be sharpened in the real world of day-to-day administrative problems. The Special Education Director must develop a climate which will encourage the university researcher to bring his skills into the schools and apply the methods of scientific inquiry to the problems of special education for the handicapped and the gifted.

If special education is to make the adaptations to meet the demands of tomorrow's world, strong administrative leadership will be a necessity. New roles for future leaders in special education will require new skills and competencies. The preparation of such leaders and the development of new knowledge through research must become a shared responsibility of the entire profession - a partnership of practicing administrators and those of us in university programs.

NATIONAL SCENE IN ADMINISTRATION OF SPECIAL EDUCATION

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Immediate Past President, CEC Council of
Administrators of Special Education

I have been asked to mention something about the national scene, and I will be quite succinct in those remarks, because I should like to explore some other things with you which I hope will be new to some of you, thought-provoking to others.

So far as the national scene is concerned, let me assure those of you who are either native Californians or new to California that as nearly as I can ascertain, California's program for special education and the support thereof are far and away much better, much greater, than any other state in these fifty states, and I have had very recent conversation with some from Maryland, Michigan, New York, Texas, Florida, and Illinois, to name but a few. I therefore take off my hat - and I hope you will also - to Frank Doyle, Charlie Watson, and more recently, Don Mahler, for the leadership they have given us in this particular endeavor of ours to place California first in the nation. Now, before we get too smug and assume that we have accomplished all that needs to be accomplished in special education, I want to talk with you about some other concerns that are confronting some of us at the national level.

It's a genuine pleasure to have the opportunity of meeting with this particular group today. Perhaps I should be somewhat apprehensive about the occasion. There's an old saying, "The most difficult audience is one made up of one's peers." In the first place, you must know that I have a sincere respect for your area of endeavor, and for the stamina and talent required to carry out your programs. Those of us in special education administration are alternately judged as either independent thinkers or controversial figures. To my thinking, this is both encouraging and complimentary. Special Education has not made the progress nor advances over the years by acquiescing to group thought or by standing pat, but by constantly challenging any proposal which presents itself. Therefore, at the risk of producing some controversy, but with the hope of stimulating ideas, I have cast this presentation in a format of suppositions and practices as a means of critically analyzing certain issues in the administration of special education. In some instances I will exaggerate the point to illustrate the unsure ground upon which many of our practices exist. I hope you will understand that my role today is not to encourage negativism, but to focus on the problems and examine some of our time-bound concepts. May I suggest that as you consider the issues, your attention be more directed to special education administration in the broader scope rather than any specific area.

Supposition one: teacher education is the sole province of the university. Some of you may have heard that statement made as a belief by a friend of ours, Lou Flieger. Lou, some of you will recall, was Director of Special Education at the University of Denver and is presently the Director of Special Education at Kent State University. He mentioned this as a belief in 1965 in Portland, Oregon, at our national CASE meeting. However, he added, "Teacher education is an ever-continuing approach to improving the armamentation of teachers, and while university professors may have the initial opportunity to deal with the teacher in becoming, the task of developing a teacher is never complete and must be substantially continued by the public school." Fundamentally, there is apparently some question in Lou's mind whether the university should attempt to produce a teacher. Instead, it's major function should be to produce scholars with keen intellects, emotional balance, and flexible behavior. Undoubtedly, the magnitude of such a task is difficult, but one for which the university was originally designed to fulfill and *can* accomplish. It is important to note that the development of professional competencies stems from the major function but does not supersede it. Part of the reason for alloting the major share of teacher education to the university is the assumption that professors are best equipped to inculcate the knowledge of education since they are the "purveyors of the word" in education. There is no doubt that they can teach the generalizations of human learning, child development, instructional theory and subject matter content, but this is a far cry from the actual day-to-day teaching in the classroom. In fact, the college milieu is so far removed from the public school classroom that many professors would have a most difficult time teaching in the public school under modern approaches in education. I am not suggesting that they are incapable of teaching in the public school classroom, but since they are definitely somewhat removed from the daily task performance of classroom teachers, they tend, by the nature of their work, to be out of touch with the reality of the situation. I am implying that rather than attempting to perform too many tasks, and doing some badly, the role of the college instructor can foreseeably be maintained in developing theories and generalizations which have implications for classroom teaching.

Lou posed a solution - a rapprochement - to this particular problem. He stated simply, "Public school administrators and master teachers in special education should serve on university faculties." Although we do find this practice employed in many instances, it is not generally applied to foster a relationship which connotes a cohesive special education program. The premise upon which the practice evolves is more concerned with the university wanting an economically cheap program. Rather, the basis should be that the professor and public school personnel can complement each other's competencies.

He also stated another rapprochement: "The primary function of the university professor should be to teach special education as a behavioral science concerned with theory and generalizations." Emphasis upon theory and generalization is an imperative in special education because without sound theory, practice becomes static. Thus, the development of theoretical formulations of discipline is probably the most significant function of the professor. I suspect, since I recognize that some of you are from universities, you may wish to challenge Lou's statement, but I think we will all recognize that Lou has his feet on the ground.

In application, we may need a two-platoon system of professors defined as those whose primary emphasis is on theory and those whose function is concerned with the methodology of teaching. This idea is not too far-fetched because, as one surveys the interests and orientation of college professors, they seem to separate themselves in this manner.

Another belief or supposition: special education administrators in the public schools have the opportunity to be educational statesmen. In practice, there is no doubt that public school administrators *are* educational statesmen because they have been the bulwark for special education. Although the college teacher can always hide from the hue and cry of the masses (many have not, however) and isolate, as well as insulate himself from community pressures, this has not been true of the public school administrator. However, the latter has not made himself distinctive enough. In a larger sense, he has been the whipping boy of the parents and, in a smaller sense, the water boy of the superintendent. He has always tried to be a "nice guy" but finds he is constantly having to prove himself and the worthiness of his program. This human condition is self-defacing, and one wonders when the end is in sight. When will he be able to sit at the round table of administrators with equal voice? It still amazes me to realize how many $15,000 to $20,000 administrators are hired because of their knowledge about special education, yet someone else makes the decisions about the special education program.

Supposition: the special education administrator can determine the direction of the special education program. In practice, as you and I know, most special education programs are still at the mercy of a principal or a superintendent. Frequently, the establishment of a special class depends on the negative needs of the principal, such as, "I don't quite know where to put these youngsters or what to do with them because they seem to disrupt the mainstream of education in this building." In fact, too many principals have the ultimate right to issue edicts whether a special class remains in or out of a particular school. This clearly denotes that special education is still not considered an integral part of education and depends upon the whim of a person who is not a special educator. Thus, the administrator of special education is still viewed as a consultant or trouble-shooter rather than the director of the program. He has the responsibility - but not the authority - to determine the direction of a program.

Supposition: special reimbursement of special education programs assures their continuance. In this particular State - and I understand you have spent a great deal of time discussing the recently passed bill which will increase the support of special education - I would suspect that classroom space will dictate who has what room in a given building. In the final analysis, albeit special education will pay its way, - and let's not lose sight of this fact - the youngsters, generally speaking, are unfortunately considered second class citizens and their needs are often regarded as second or third in primary importance.

One of the things that needs to be done - and some of you will not agree - is to increase the aid to all education both at the national and state level. I suspect that if we were given an opportunity to support education, not only special education, at the level it should be supported, and allow administrators in public school programs to give the direction they feel they need in their community, we would have much better programs of special education. We wouldn't have crash programs attempting to get as much as we can from this source or that source.

The following remarks were made by Ralph Tyler in a recent interview for the *Phi Delta Kappan*:

> It is impossible to compare the quality of the job we are doing today

(and I think we could relate this to special education)

> with what we did in the earlier time, because our job has changed. Until World War I our job was, essentially, to provide educational opportunity to students who were already motivated. Since then, and especially since the Great Depression, we have assumed an entirely different task. We have learned to teach those who could not and would not have learned under the old scheme. Some persons still fail to grasp the fact that our great task is still to reach those who are not themselves actively seeking education. By far, the easiest part of the teaching task is to teach the student who comes to school eager to learn. So far, we have only been tinkering with administrative arrangements in our efforts to achieve more effective learning.

A real scholar, Mr. Tyler!

A bit more controversial was a statement by Tom Lamke which appeared in the same issue of the *Phi Delta Kappan*:

> If the research in the previous three years in medicine, agriculture, physics, and chemistry were to be wiped out, our life would be changed materially. But if research in the area of teacher personnel in the same three years were to vanish, educators and education would continue much as usual.

Supposition: the public school represents the essence of well-conceived special education programs. Practice: in the past, special education programs have grown in an unsystematic fashion as reflected by the negative commitment of general educators, pressure of parental groups, and inadequate overall state planning. Whatever the reasons for the segmented programs, the result has been a lack of definitive relationships as to role, function, and decision-making. Undoubtedly, our knowledge about implementing the structure of special education programs has increased, but the condition of happenstance still exist in numerous urban and rural situations. Moreover, projection of the needs of exceptional children has almost been non-existent because school planning has been *after* the fact, not *before* the fact. I would only remind you of the program for the educationally handicapped in this particular state. What do you suppose is going on in other states that haven't even attempted to meet the needs of the emotionally disturbed or neurologically handicapped? Many errors though we have made, California is so far and away ahead of the other states - even Michigan which was a pioneer in the education of emotionally disturbed children - and I say that with all due reverence, because that's my home state. It's appalling to learn, when talking with administrators of special education programs throughout this country, how little is actually being done and how far professional educators are behind, in 1967, in planning to meet the needs of these youngsters.

It appears to be a relatively simple task to survey the needs of exceptional children and plan accordingly. Knowing how many youngsters may be placed in special classes, a school system could feasibly hire teachers beforehand and enhance their training during the summer before actual placement in the special class.

Lou Fliegler had a comment - a rapprochement - to this problem:

> University and public school administrators should present a unified posture of the purposes of special education. If new and constructive ideas are to emerge in special education, there must be disagreement. However, disagreement should not necessarily lead to dissension and divisiveness among special educators. We have too much discord over concepts and programming, especially the latter. University administrators decry the establishment of special classes in the public schools without qualified personnel, while the public school administrators, faced with inexorable pressure from parents and enactments of laws decry the lack of program planning by the university. In a sense both are correct. But the consequence of each divisiveness only creates confusion and does not enhance special education one iota. If we are to evolve a dynamic special education program, greater amalgamation is needed among special educators in presenting a unified viewpoint to the general educator and the community. It should not be derived on a catch-as-catch-can basis, but infused as part of an integrated relationship because university and public school special educators need and depend upon one another. Each is the agent of the other. The posture of this definitive relationship must be more concerned with developing a comprehensive program in special education; to do less is sheer disaster for us. There is no room for professional segregation of ideas. Obviously, this implies a working

> fusion of social principles and action, not professional fission of particularized empires. Hence, the evolved reality of a partnership between the university and public school special education administrators constitutes a necessary marriage if special education is to improve in content and intent.

And by the way, to that point: CASE, the national group, has changed its membership regulations, and now we welcome administrators of special education programs at the university level and at the state department level, and their consultants. And I think, in the final analysis, special education programs will improve. There has been a great deal of divisiveness between these factions.

Supposition: we are meeting the needs of all kinds of exceptional children in appropriate manners. I don't know who has dealt with this topic this week, or to what extent it has been discussed, but as a former speech correctionist, I am almost reluctant to admit how much we have learned as a result of ESEA programs for youngsters who need speech help other than the pure speech correction. We have finally developed a language development program in San Francisco, thanks to ESEA funds, because again, we had followed - as most states and communities have - the generally accepted practice of dealing only with youngsters who have "speech defects" and the language development youngsters were not eligible for speech correction programs. It has always bothered me a great deal to see how many youngsters continue to receive speech correction for three, four, five, and six years - and I have felt that something should be done, there should be funds to allow us to explore other avenues - but, unfortunately, it was not until ESEA funds were available that we could attempt to do this kind of programming because we weren't able to work outside of the framework of speech correction, or special education per se. Many of us in the field had a feeling that we weren't doing all that had to be done in the area of language development or preventive type speech correction. Well, fortunately, we have opened up this avenue.

Another concern that I have had is the way that so many districts throughout the country - and I've worked in some four states now - have turned their back to pregnant girls at the time when they most need help. Regular educators say "They are not our concern," but fortunately admit they are physically handicapped, so I guess they are our concern. Some districts, however - some large districts, even in this state - do not admit that they have these youngsters in their schools because, once detected, they are excluded or exempted, and there is no attempt to give them any assistance. Fortunately our State Department allows them to be grouped together in special classes, and in San Francisco, as an example - and I hope you don't mind that we are tooting San Francisco's horn a bit - I think we have a model program for pregnant girls. The program is designed to give the mother-to-be an understanding of pre-natal and post-natal care, prevent a second illegitimate pregnancy, and we encourage them to continue their education. Last year, as an example, we worked with over 450 girls in San Francisco. Some of them may have been from your communities, by the way, because we have a very liberal residence requirement, where sometimes the youngsters come to live with an avowed aunt or uncle and continue to get their education because San Francisco is sympathetic to this, as well as other, problems of youngsters. Have we done all we could, or should, for these youngsters?

How about the retarded? In fact, *who* are the retarded? Last month I talked with Harrie Selznick, Director of Special Education in Baltimore, and Harrie tells me that eight percent of their school population is in special classes for the retarded. Now conversely, Lew Martin, President this year of CASE from LaGrange, Illinois, said, "We have less than one percent, and we're being criticized because we don't have the techniques we should have to identify the retarded." I think the truth is that we've not recognized the different kinds of youngsters who are moving toward the urban center, and there is no such thing as a three percent retardation in all school districts - but you would be surprised how many parents clutch at that figure, and in school districts like LaGrange, Illinois, and Grosse Pointe, Michigan, wonder why it is that if their youngster is retarded there aren't another number of youngsters to make up three percent of the school population. And some say Baltimore must not be dealing with retarded retarded youngsters; they must be dealing with culturally deprived and slow learners because there couldn't possibly be eight percent of the school population retarded. Well, some large districts have managed to keep the figure down to about three percent, by lowering the I.Q. cutoff. Now, when we start dealing with I.Q.'s exclusively, in an attempt to manipulate figures, we get into some serious problems. Tyler also had a comment on I.Q. in that October, 1967 issue of the *Phi Delta Kappan*:

> We need faith in the ability of the individual student to learn. We have been badly misled by our interpretation of I.Q. scores. An I.Q. score measures what a person has presently learned about how to learn, but it says nothing about the limits of his ability to learn. Possibly we have frequently tried too hard to teach instead of providing freedom, encouragement, and materials for learning.

And he goes on. The inverse point I want to make in regard to the I.Q. is that in this day and age - I have to sometimes remind myself that it is 1967 - there are some administrators who, apparently with the support of many others, still do not release I.Q. scores to teachers for fear of the reaction of the teacher upon the student when she is aware of what the child's, in quotes, "I.Q. score" is. Maybe it happens in some of your schools.

Now, who is it we are really talking about when we are talking about meeting the needs of retarded youngsters? If some youngsters are not getting the program they need, is it because special educators say they are slow learners and, therefore, the responsibility of the regular educator - or, the regular educator says they are marginal retardates and you should be working with them, but no one does? They continue to fail in their daily academic tasks! I would only remind you of something that Somerset Maugham said not too long ago:

> The common idea that success spoils people by making them vain, egotistical, and self-complacent is erroneous. On the contrary it makes them, for the most part, humble, tolerant, and kind. Failure makes people bitter and cruel.

I know that in the large school districts we must recognize this because of the rumbles we are continually hearing in the communities about the lack of adequate educational planning. Whether it be regular education or special education, someone had better jump in there quickly and meet the needs of these youngsters!

By the way, you've been confined here for a few days, and I'm not sure if you know that in the outside world the *NEA Journal* came out this week. I was very pleased to see that the feature in this issue is an article on the handicapped child (color coded, by the way, for those of you who need to note that). It's a special feature on the physically handicapped, and it is very well done. It's in a teachers' journal and I think there's only one thing that concerned me - not too much, because they have found very capable people to author these articles - but the one thing that did concern me was that, although the articles discussed the handicapped children and exceptional children in classrooms of public schools, four of the articles were written by university professors, two by physicians, one by a state department consultant, and only one by a public school person - that person being Evelyn Allen from Kansas City public schools. Is it, perhaps, that we don't find the time, or don't take the time, to do enough writing to discuss the children with whom we are directly involved?

Supposition: federal funding has improved special education programs nationally. In a conference with some administrators of special education programs just a month ago, we found, unfortunately, that the reverse was true in many cases. This was very disheartening. And when we tried to find out why - why actually the federal funding of ESEA programs had done more to harm special education than to improve it, we got beneath the surface and found that too many programs had been ill-conceived in an effort to get as much funding as quickly as possible. First, there was a hurry-up to develop programs. Second, there was a hurry-up to employ personnel, and too many of the personnel were poorly trained or had little or no experience in special education. And now, unfortunately, those districts are left with these poorly qualified people, and they are trying to mold them into competent teachers of special education. It's a real paradox. The assistance we thought we wanted and needed acted in reverse. The morale factor in some of these school districts has been very low, therefore, on the special education staffs because they see personnel - their colleagues - very inadequately trained, and it has often been a morale factor with the school district as a whole. Some school districts are attempting to improve this situation through what we call in-service education. You would be interested to know that in the Stanford Research Institute report - as reported last night in San Francisco - in-service training received the lowest rating from teachers. They thought that of all the services they received, the in-service training was probably the poorest. And so here we are, attempting to raise the standards of special educators as as well as regular educators, and we have found that the means we have been using is probably the poorest means. We had better take another look at our in-service training. If we allow ourselves to be honest and objective and let teachers react, as they did in this study, they'll tell us the truth - and it sometimes causes embarrassment for some administrators of regular and special education. There needs to be, so far as federal funding of special education programs are concerned, programs to train personnel to give adequate leadership. In too many districts we have found that a generalist has been appointed to administer some of the special education programs that have been developed without much actual knowledge of special education.

The other, and perhaps most important thing we feel needs to be done, is to overhaul the procedure of informing districts about the amount of money they are going to get, and the timing for the funding of these programs. This has created chaos in most school districts - wondering whether they are going to have the funds to implement a program they have spent all summer developing.

Supposition: administration of special education is in its proper niche in the total school table of organization. Now this is my last supposition, and I hope some of you will react to this - mentally. In a survey we conducted at the national level we found that people like yourselves were called by forty four different titles. This is an organization, therefore, of a group of people who are apparently searching for some kind of identity. Forty four different titles, and we used to call these people directors of special education! And, equally disturbing, was the place in which you work - that is, where this place is on the district table of organization. Some are under administrative services, some are under instructional services, and some are under auxiliary services, and maybe there are a few others we haven't touched upon that your district has. But, the point is that some are striving very much for identity within the organization chart. I would like to suggest one thing: that there is a need at this particular time for those of us in administration of special education to work with general administrators - people like those who are in the California Association of School Administrators, those who are in the American Association of School Administrators - to overhaul district tables of organization, and place the kinds of services that we provide youngsters and teachers on those tables of organization.

So much for the organization of special education at the national level and what we've observed outside of the state of California - inside the state of California, we are very pleased with the type program carried out by the state Council of Administrators of Special Education. We hope that with the support of people like Al Tudyman, Chet Taft, Hans Mahr, and many others, we will be able to pull together and work with the CASA and have our place in the sun.

To summarize this discussion seems unnecessary except to highlight one particular aspect. There are no simple solutions to our professional problems, but if special education is to mature as a behavioral science, we must continue the process of self-examination. Regardless of the outcomes, we need to present a unified body of concepts and practices which have significant meaning ultimately for the education of all children.

TEACHER RECRUITMENT PROBLEMS IN SPECIAL EDUCATION

Keith A. Hunsaker, Ed.D., Director
Southwest School Districts
Cooperative Special Education Program

My remarks will naturally be made from the perspective of the type of special education program I represent, which is a cooperative program involving a number of districts. Probably they will be of greater interest to other cooperative programs, or smaller districts than to large districts. My preparation for this panel has resulted in unexpected possible benefits to the special education program with which I work that were unforeseen when I accepted this assignment.

A brief explanation of the administrative organization of the cooperative program will help in understanding some of the points I hope to make in the next few minutes.

Eight school districts, four elementary, three unified and one secondary, in the southwest part of Los Angeles County have voluntarily operated a cooperative program since 1948 for certain types of handicapped pupils, namely the aurally, visually and orthopedically handicapped, the trainable mentally retarded, and just recently a Development Center for Handicapped Minors. All other types of special education programs are operated independently by each district. The combined districts have a general school enrollment, kindergarten through high school, of approximately 70,000 and a general population of 300,000. The personnel working with each of the programs within the Cooperative Program are employed and administered by the district operating the program. My duties as director are of a consultative, or advisory capacity as far as the recruitment of teachers are concerned. Most districts ask my help in locating prospects for vacancies, but the main interviewing and actual employment is done by the person in charge of personnel for the district operating the program concerned.

To get a first-hand picture of recruitment problems, as seen from the viewpoint of the local school district doing the actual recruitment and employment, I recently interviewed the personnel directors of three of the districts I work with, an elementary district, a unified district, and a secondary district.

Following is a summary of the main problems raised during our discussions, as well as suggestions for improving teacher recruitment:

Problems

1. There is a general shortage of teachers for all special education fields, however the extent of the problem varies with the area of exceptionality. In the aurally and visually handicapped programs we have had difficulty in finding anyone at all to interview. In the educable mentally retarded field however, the quantity of candidates is plentiful, but the quality terrible. Most of them are rejects or failures in

regular education and/or have unsuitable personalities for it. Apparently there is no problem in these districts in finding teachers of the educationally handicapped, because of good regular classroom teachers willing to try this new field because there is no special credential required. Our administrators hope there will not be a special credential developed in this field, or it will become as difficult to recruit teachers as in some of the other areas. Where there is a special credential required, regular teachers are more reluctant to try a new field of teaching, going to the trouble and expense to meet credential requirements, etc., when they are not sure they will like it. It is easier to experiment with the educationally handicapped where there is no special credential. Our districts have not experienced very much difficulty meeting the needs for speech therapists, teachers of the trainable mentally retarded or the orthopedically handicapped. This will probably not be true in other parts of the State.

2. It is more difficult for smaller districts to recruit teachers because they cannot afford extensive recruiting trips all over the country, as larger districts do. In a cooperative program it is to the larger districts interest to help the smaller districts find special education teachers, especially with programs on which they are cooperating.

3. Districts in our Cooperative Program have not been communicating with each other, as much as they should have been doing, in any organized planned way, of informing each other of their special education teacher needs.

4. Because of differing salary schedules, and the problem of transferring tenure and credit for experience, it has been difficult to recruit regular classroom teachers interested in going into a special education program in another district in the Cooperative Program.

5. In some areas of exceptionality it is difficult to recruit teachers in small programs without adequate supervision, particularly with new inexperienced teachers. This is especially true for the deaf and hard of hearing program. Partially to help with teacher recruitment in this field, as well as help to the program, our district operating our eight classroom elementary deaf and hard of hearing program recently employed a full-time coordinator, or supervisor, for this program. Incidently, we looked for over three years for someone for this position who had a supervisory credential, as well as training and experience in the field of the deaf. We finally resorted, to what we probably should have done in the first place, took one of our most experienced, best qualified, teachers in the deaf program, gave her a year to get her supervisory credential, and then employ her in this capacity. Probably adequate supervision in larger districts help in the recruitment of new inexperienced teachers. How to

provide this needed supervision in the smaller districts is a problem.

Suggestions for Improving Teacher Recruitment

1. Mandatory observation in various special education programs should be made part of the teacher education program for regular teachers. Some will become interested in special education. When applicants for special education are asked why they decided to enter special education, very seldom, if ever, does one hear that it was because of observing a special education class. Usually it is for less desirable reasons, such as having a handicapped child or other relative, etc.

2. Districts should do more in seeing that Future Teacher Clubs, at the high school level, have every opportunity to visit special education programs.

3. There should be some financial incentive for good experienced regular teachers to go into special education. All of the districts with which I work are against higher salaries for special education teachers. They would favor assisting teachers financially to take training toward a special credential. They would be willing to put up some money, if it could be matched by the State or some other source. Perhaps federal funds could be used for this purpose, for example a project under Title III of the Elementary and Secondary Education Act, or under the new Title VI of this same Act when money is available.

4. There should be a more organized method of communicating with districts in the Cooperative Program on special education teacher needs. All districts sending out recruitment representatives should look for the needed teachers. As a result of my interview with the three district personnel directors, it was agreed to bring this up at one of the meetings of the Superintendents Group of the Cooperative Program.

5. It was also recommended, as a result of these interviews, that the Cooperative Program study ways of facilitating regular teachers moving from one district to another if they are interested in a special education program in another district. Perhaps consideration should be given to honoring tenure, giving full credit for all experience earned in another district, and even a separate salary schedule for personnel in the Cooperative Program that would be as high as the highest schedule in any of the cooperating districts.

6. AB 237, providing for a special limited credential for the trainable mentally retarded in four years, and a limited credential for other areas, with exception from an academic major, will probably help recruit special education teachers,

especially from out of the state. However, these provisions may have some drawbacks. Individuals getting these limited credentials would be restricted to that one field, and would have difficulty moving to other areas - such as superivosry, administrative, or even to regular classroom teaching.

7. I might conclude these suggestions for improved teacher recruitment by relating to you the job I "got myself into" as a result of preparing this paper, of interviewing candidates for all areas of special education for all of the districts I work with at the job interview service at the national convention of the Council for Exceptional Children, in New York, next April. It is also recommended that a representative from the Cooperative Program interview teachers for all our participating districts at conventions and meetings for this type where job interviews for special education personnel are conducted.

As I said at the outset of these remarks, I would probably not be able to help you with recruitment problems as much as I have helped my own cooperative program with their recruitment problems by preparing this material. Again, I would like to express my appreciation for this portunity and hope that you may have at least received some insight into the teacher recruitment problems in a cooperative special education program.

RECRUITMENT PROBLEMS

Calvin C. Nelson, Ph.D., Chairman
Department of Special Education
California State College at Fullerton

A useful way to deal with the problem of obtaining and keeping special education teachers is by way of analogy. The analogy is that of a buyer's market compared with a seller's market. The teacher is the buyer in this "economic situation" and the administrator is the seller. We have a buyer's market at the present time and the administrator is having difficulty finding someone who will buy his product - namely someone who wants to be a special teacher. The situation creates problems in maintaining services and program quality. The inability to attract and to hold qualified personnel leads to increasing disillusionment with special education and the possibility of reduction of public and professional support.

There are at least four areas of concern if one is going to change the market from a buyer's to seller's market. These are: (1) *creating a public and professional awareness of special education,* (2) *dealing with the problem of relative values and statuses,* (3) *training program timing,* and (4) *thinking about intra-professional relations and activities.* Satisfactory treatment of these concerns may be expected to make special education recruitment problems no more significant (and even less significant) than the problems of finding teachers for the regular classroom.

There is some reason to believe that special education is an unknown to the public in general and to many teachers. It is not uncommon to find that people do not learn about special education until they have served in the regular classroom. It is equally not uncommon to find many teachers in the regular classroom who have never heard of special education - or if they have, their concepts are extremely limited. If this is the situation, then it is not surprising that young men and women who are considering vocational choices do not consider special education. This results in special education being in the position of more or less taking what is left over after people have made professional choices.

It is suggested that the professional image that is created in the minds of many regarding special education works against it. That is, doesn't the professional, social, and personal satisfaction to be derived from special education compare favorably with the satisfactions that might be derived from entering other kinds of activities? It is necessary to do something about diminishing the difference between the perceived status differences between being a teacher of the mentally retarded and being an engineer or even a regular classroom teacher. The profession can not go on depending upon a feeling of dedication or a desire to do humanitarian service as the prime attracters of potential teachers.

A significant aspect of the problem of creating a seller's market has to do with training program timing. Until House Bill 87-67 was passed, young people who had an interest in special education had to be discouraged until they had obtained a standard teaching credential. By the time they have gone through the programs required to get ready to teach the normal child, it is quite possible that they have lost interest in the special child or they find it increasingly difficult to financially justify the additional training time required to obtain a special education credential. Fortunately, House Bill 87-67 has partially remedied this situation. It does not, however, go far enough.

The last area of concern is that of creating positive intraprofessional relations. This involves better classroom assignments, financial differentials, and giving the teacher a greater role in the education decision-making process. This last item is of particular importance. Decisions are made by the principal, the psychologist, the guidance officer, the physician, and so forth. It is a situation which deprives the teacher of a sense of professionalism. He does not see himself as an important part of the system and it is not surprising that he drops out - either actually or figuratively.

The problem of recruitment is not simply one of supplying a demand, it is a problem of determining why the demand exists. The solution to this problem involves more than citing statistics to show that there are more handicapped children. There would still be a significant recruitment problem if the number of handicapped children did not increase.

RECRUITMENT PROBLEMS

Leo Buscaglia, Ph.D.
Department of Exceptional Children
University of Southern California

You know, bringing up the rear of a long show may have been great in the days of vaudeville, but after an audience has been sitting on theirs for three days, it's not a good position to be in.

I was an administrator of special education for nine years. During this time I had the problems and situations that you find yourself faced with in terms of recruitment. I also had the same questions - the same pains - in terms of staff - "Where am I going to get my teachers?" "How are we going to fill this position or that?" I would call here and call there, and do everything possible to fulfill the momentary need but never did anything about avoiding this last moment panic! I would sit back, I would watch the legislators pass mandatory legislation for a new special area and I'd say, "Hmm." Soon I'd be back in the staffing, recruitment mess, still never participating in any coordinated effort to do anything about the problem. We are desperate, year after year after year, for good people, not just people, not just warm bodies but trained, vital, effective teachers. Someone stood up here today and said there would be 15,000 EH kids in programs in the next year and what do we do but sit back and wait, again. My plea today really is for some kind of a recruitment *plan*, and I think, as Dr. Nelson stipulated, it must come from this group.

Let's look at how people get into special education. In talking with special educators you find that very often they are working in their jobs by accident. I was an accident, literally. Half of you were accidents. We seem to approach our special areas through related fields - we go into this, we turn around and go into this, and then we find ourselves faced with something else. All at once we become aware of special education as an area and find ourselves at home. A forceful individual like Chet Taft or many of you in this audience here may go out, and by sheer strength of conviction and hard labor bring individuals into the field. In the past if we have unified for a concerted effort to do something in recruitment, what do we do? We get together and produce the usual pamphlet, you know, showing two little handicapped youngsters smiling at a teacher and the caption says, "Special education is fun." What does it accomplish? Little or nothing. You have seen this done and done and done. Some of the positive things that are being done, for instance, are sort of piecemeal. I talked to many people in preparing for this talk and tried to get some ideas of what's going on and what they are doing. Usually, it's the same kind of thing, "Well, we're not doing very much but we plan . . . ." and so on and so forth. Certainly the Federal Fellowships and State Fellowships are helping. They are bringing people into the field with financial aid. Money may not be everything, but it helps.

There are *some* interesting things going on. For instance, Nick Malik in Grossmont School District is doing something that I think is really kind of exciting and I want to share it with you. He makes use of gifted youngsters from his district high school. Instead of their running errands for the office, or sitting in the library and stamping books, they are involved in something called "Project Understanding." Nick takes these kids and uses them in special education classes to work with teachers: teachers of the deaf, teachers of the blind, teachers of the retarded, and so on. Several things are accomplished in this way. In the first place, they come into direct contact with the youngsters. Secondly, they are requested to share their experiences in other school classes with their peers. They explain exceptional children and their education. So far this program has been functioning for one year. Nick tells me that there are at least eight students who, as a result of it, have stipulated in the 12th grade, that they are going to go on into University with the idea of entering into some kind of program of special education.

Dr. Nelson was telling me about something they are doing at his college. They are trying to include their students in their School of Education in all functions of the Special Education Department. When they have speakers or special functions they send out invitations to everyone in education in the hopes they can interest some people in this way. Several of his professors who feel very strongly about recruitment really blow our minds trying to think of ways of turning on young kids to special education. Some of us can interest maybe eight or ten out of each class, but this is hardly enough.

We in education, oftentimes have a dark curtain in front of our eyes. We call ourselves educators and we stay on our island, ignoring what some of the other disciplines are finding out about influencing behavior. How to influence people. How to change ideas, modify behavior. We could look, and I did, into the area of social psychology, into the area of advertising, into the area of psychology and learning. These disciplines can help us decide what we can be doing to help ourselves to a better unified recruitment plan. We know that our behavior is being constantly influenced and that there are scientific methods of doing this. For instance, we are convinced that the boat won't leave us; it'll come back for us if we use *Crest*. We know that all sorts of gorgeous things will happen if we use *Hoopey Doopey Girdles*. We think about these products and we find ourselves buying them. When we see these things in front of us, we reach out for them. Something's happened. The advertisers must know techniques for influencing behavior we don't know.

If we look into the literature we find several studies done in influencing behavior through formal education methods, contact and acquaintance programs, the single speech technique, versus multi-lecture methods, mass media techniques, individual contact techniques, exhortation techniques, technique of vicarious experience, like movies. All of these techniques have some value, in influencing behavior in varying degrees. The test results do show this. All of these techniques do have some value but there are some that are more valuable than others. The literature suggests, for example, that the straight one-shot lecture is the least valuable method and that the direct approach is the technique of most value. Actual first hand experience, for instance, what Malik is doing with his kids; bringing them in not just to look at or talk to exceptional children, but to work with them, to play with them, to read with them, to write with them, to touch them, to actually feel their warm body, makes the biggest difference.

This participation in realistic situations is an excellent technique. Becoming acquainted with, not simply gaining knowledge *about*, makes the difference. So we must recruit with this in mind - the deeper and more genuine contact in association, the greater the effect upon the individual. So doing things with exceptional children, getting to know them as people, should be considered a prime technique for recruitment.

I have a big hangup about touching. I think there is something really beautiful about touching somebody. We are in a culture where you don't touch anybody because they immediately get upset if you touch them, but I like to touch, and I'm sure that one of these days I'm going to get into terrible trouble. Nonetheless, I don't believe anybody until I reach out and touch them. The closer I can get, the better. So it must be with those we want to influence.

We also find in the literature that single programs show the slightest effects and that the principle of pyramiding stimulation, in other words, a campaign, a series of programs or contacts, is the most successful. Single exhortation, that is, ethical pep-talk kind of things, convince the already convinced but don't do much more.

It is well known that the individual will select a profession in terms of his personality. A profession is deeply imbedded in the functioning of the individual's entire personality. The fields of sociology, advertising, psychology, anthropology and other social sciences have shown us these techniques as dynamic procedures which really succeed in influencing or changing behavior. Yet we go ahead with our old methods. I'm making a plea here today that maybe this group, taking what I've given you and much more that is available from other fields, should get together and make some sort of a concerted effort, to do something about the tremendous problem of recruitment. We not only want people in our field but the right people for the right job. We have the advantage of a dynamic profession to sell.

In conclusion, I'd like to throw out something like: I think what we really need for this group is some LSD to "turn you on." I say that mincingly in the State Capitol. Let me make haste to explain - LSD for this audience means, let us recruit by:

L - *learn* by giving them information, in the proper way.
S - let's *sensitize*, bring them into feeling, seeing, into touching, into relating with these kids, not just talking, and
D - for goodness sake let's *do* something, and I mean right now.

If you don't, the next time you have a special class unstaffed, or poorly staffed, you'll have only you to blame.

TRAINING PERSONNEL - CREDENTIAL REQUIREMENTS

Joseph S. Lerner, Ph.D., Chairman
Special Education Department
San Francisco State College

At the teacher training colleges we are concerned with training of personnel and credential problems, two of the topics you have considered this week. The salient aspects include the effects of new levels of financial and legislative support, the continued scarcity of adequately trained personnel, the problems of curriculum planning, communication in all directions, and whether we can really institute changes in programs in less than thirty-five years as was pointed out by Dr. Willard Abraham in his remarks earlier this week.

I want to introduce other concerns which perhaps have not been mentioned this week. While we are concerned with pre-service as well as in-service training of teachers, we must recognize that another kind of training is being provided for the teacher who has taught, left the profession, and is now coming back for more training in order to go back to the classroom. We are also concerned right now with the kind of person who comes to college. Today's student is a different person than we remember, with a wider range of values. There are many new pressures. The student who is a member of a minority group on campus has a rough road to travel. If he doesn't identify with the minority group and it happens to be an activist action group he is rejected. He may not wish to have the group's standards, but he is put in the position of supporting the group or being considered a turncoat. Even some of the faculty members have been pressured in this direction contrary to their wishes.

Pressures are not limited to the college campus. In the public schools you are exposed to pressure groups from the community. Often a mandated program in special education does not get off the ground until pressure is brought to bear. The usual reasons of not having teachers or classrooms are not always acceptable. We live in a world of such pressures today and we must respond to them. Even when we cannot comply we need to respect and hear what is being said.

This also is happening on the college campuses with our students. They want to have something to say about what they are getting in the way of an education. They want some part in the planning. When we do not listen we are missing the boat. In the past few years at San Francisco State College we have been holding informal meetings with students to talk about their interests. We found they wanted more and earlier exposure to children...even in the freshman and sophomore years. We need to incorporate this into our programs. They want to have a chance to know the faculty as people, and this is happening through these meetings and as students are involved in committee activities in the Department of Special Education. We need to be available to them, as you do with your own faculty. How many of you know your faculty? How many of you are available to them when they need you, not when you want a report or a request for supplies from them, or are making your evaluation for reappointment for the coming year? We need to listen. They may have ideas we need, or at least that we should hear. Students have developed an evaluation system on faculty members and courses on college campuses. Faculty members can find out how well they rate as instructors, not necessarily how they grade, but many kinds of things to help them work better with people.

The growing need for trained personnel is one of our concerns today. Every week we receive requests for trained teachers to fill a gap. In the past week(and this is November) I have heard about fifteen openings for teachers. This need will continue to grow. The community is becoming more understanding, more verbal, more exposed to the needs of handicapped youngsters. In some districts where programs have not been started because pressure has not been applied heretofore, the community interest and spread of information through the mass media of communication will intensify the pressure. The added financial support through AB 272 is going to encourage many districts to establish programs. A deterrent in the past has been the need to invest funds for the initial operation before receiving excess cost support. Current funding under AB 272 is correcting this and will add programs throughout the state, thus increasing the demand for trained personnel. Growth in population is another factor. With the number of families moving into California today our needs will increase though the incidence of various handicaps remains constant. Because we are doing remarkable things to lower the infant mortality rate we are swelling the ranks of our multi-handicapped children. Providing for the multi-handicapped may become the most important approach to dealing with special education.

Admission limitations which the state colleges face today because of budgetary cuts, lack of additional building space and availability of faculty are also limiting the number of teachers we can train. Not all of our state colleges are staffed to provide programs for training teachers in special education. There are probably five or six schools out of the eighteen with programs at the present time. Hopefully others will enter this field of teacher training.

What sources do we have for recruitment of persons to enter the field? Colleges have a student body from which to recruit. Among the student body will be some who have had prior exposure to special education needs earlier in their career. They may have done volunteer work in camp, or elsewhere, or have a relative or friend who is handicapped in some way. These students are already interested, but represent a small group. There are students who become interested while taking courses at college. I would venture to say that three-fourths of the students doing undergraduate work are not committed to their career goals when they enter college. Many are actively searching for some kind of service-to-people activity. As a result people go off to the Peace Corps or other groups to work with people who need help. A parallel interest is a recent development at San Francisco State College in doing tutorial work with students who need help. Students from many fields including psychology, sociology, anthropology and others want to work with underprivileged kids or kids with learning problems. Through the support of the Associated Students they have organized and financed to a limited degree a program where they spend a couple of afternoons a week with youngsters after school hours, helping with reading, arithmetic, or other subjects. Some faculty members have been privileged to work with them. Students have come to us to say, "I'm working with this kid and I don't know what to do with him." While it sort of shakes us up to think they are trying to teach reading without any preparation in teaching reading we must recognize the strength of motivation. In some cases it doesn't matter if the reading is taught. If the child knows someone is interested in him and shows it by coming twice a week, perhaps to go for a walk or to hand him a candy bar or cookies while they work, some good will result. I mention this to point up another source of students who might come into special education as they develop stronger drives to have the tools to help children. If you are asked if students from a tutorial program may work with children in your school consider it carefully. This is your opportunity to encourage possible recruits to teaching. One last source of recruits from the student body is the occasional student who takes an elective course in the exceptional child field and becomes interested.

Over the years San Francisco State College has developed and enjoys a fine reputation in the field of special education. Through the Department efforts at writing grant proposals this year we have ninety-six students on campus receiving stipends to enable them to study. With the support funds we have been able to add faculty, bring in lecturers and guest speakers, send faculty and students to conferences and in many ways enrich our offerings. The preparation of grant proposals has been a demanding task but very rewarding results have accrued to the Department and the students. An interesting phase of this is that while grants coming from the federal government encourage us to invite out-of-state students to come here, actually about three-fourths are students from California. Those who come from other states frequently stay. The attractions of California including salary and other conditions serve to recruit personnel.

To this point I have mentioned sources of recruits from within the college. Some teachers find an interest in working with handicapped youngsters through the normal course of their teaching career. While working with children they find the youngster who has a vision problem in their class, or presents a behavior or learning problem. To do a better job they may take a course in the special field. While they may do this intending to stay with their normal children some may change to specialized programs. There are those teachers who choose this field after teaching normal children to make a change, or have been encouraged to do so by their administrator. I see smiles on your faces. Probably half of the teachers in the field have done this by responding to, "Look, we need a teacher and you do such a good job. Won't you try it for a couple of years?" Often teachers experience success and stay in the program. I am suggesting that we invite teachers from normal programs to meet some of these needs.

Teachers who come from out of state who want to work here can qualify by taking a minimum of work for the partial fulfillment credential. After they are in the classroom they work off their remaining credential requirements. Often special education is chosen because the demand is even greater than for teachers of normal children. The requirement of the academic major makes it more difficult and will encourage many out-of-staters to go for the restricted credential now being implemented. This is specifically directed to reduce the shortage of trained staff.

I would like to mention two other sources of personnel over which you have some influence. Aides, who are presently working in your classes, may not have more than a high school education, or perhaps a year or two of college. They have much interest and drive, and some represent a potential for teaching if they can be encouraged and perhaps given financial aid to go to school. We need to utilize whatever funds can be made available through the state, through districts or other sources. In some cases these people depend on the income to support themselves and family and unless some outside aid is available could not take time to go to school.

Another source of personnel can be parents whose children have grown up, and would like to return to teaching if they were once teachers, or who now would like to study to become teachers, but need encouragement. They need reassurance that they can be students again and earn grades that are acceptable. They also need to feel they have something worthwhile to offer and will be employable when they complete their preparation at age fifty or fifty-five. Ten years of good teaching is a fine addition to our present teaching staff. These people bring a maturity that many times we would like to have on our staff.

The teacher training colleges attempt to provide opportunity for students to become teachers in special education by offering many courses in late afternoon or evening. At least two-thirds of our courses are scheduled for four o'clock or later in the day. In addition, at San Francisco State, we offer approximately eighty courses or sections each semester in the Department of Special Education, and almost that number in the summer. This makes it possible for students to take courses they need without loss of time. When the quarter system becomes effective we will probably have to go to a program cycle. Under our present staffing we could not offer the full curriculum every semester, nor do we have the space.

We must consider the influence of credential requirements on the training of personnel. As you know there are five authorizations for special education possible with the standard teaching credential. These include the areas of speech and hearing handicapped, the deaf, the mentally retarded, the visually handicapped and the orthopedically handicapped. There are several other areas of special education receiving excess cost support but for which credentials are not yet required. These are the neurologically handicapped and/or the emotionally disturbed under the program for the educationally handicapped and the gifted.

These credential requirements dictate our curriculum to some extent. We must offer the large number of courses because otherwise students could not meet the credential requirements. In addition as we add new credentials we will have to increase our offerings. We also offer a master of arts degree in education of exceptional children, and at the present time at San Francisco State College have our first students working in a doctoral program in special education offered jointly with University of California at Berkeley. Credential requirements have not resulted in oppressive dictation because in general there has been good communication between the State Credentials Office and the colleges. Where specific courses are required there needs to be flexibility of interpretation so that students need not repeat courses they have had under a different title. When minimum requirements are listed there is always the danger that the weak student will avoid taking the very courses he needs. We try not to let this happen as we advise students. But the weakness of the credential structure is that is possible.

The advantage of a credential is that it is a guarantee that students have been exposed to subjects of study. However, it doesn't assure that students can apply this exposure to practical situations. The implementation of the new restricted special credential is viewed as another way to supply teaching personnel. This will place teachers in the classroom earlier because they will not need to take the academic major course work. Essentially the specialized field with some modification will be required. The responsibilities of the college faculty will increase with this program. Students may become eligible for the restricted credential without having had basic curriculum courses. We will have to look for such gaps in the student's background when advising him. When you hire these teachers you will have to do the same thing. Much more careful screening of applicants for positions should be done. There is a direct relationship between the time of year you are hiring and the requirements you have for your teachers. Early in the yaar the standards are high. As one gets close to September and some classes are without teachers standards become minimal. There are many inadequate teachers in our schools today. We must not add to this number.

Recruitment time is continuous. If you know of openings now for next year let us know. We will have over five hundred listings before the year is out. Not all are from California. Give us basic information including the name of the district, the person to contact and other pertinent data such as salary schedules if available. Listings are posted at the placement office as well as in the Special Education area. Interviews are arranged when requested and to the extent that space and staff are available.

At the colleges we are at the beginning of a long road for most of our teachers. The pre-service program you heard described on Wednesday by Dr. Wall is an integral part, but we are not restricted to pre-service programs. Most of our afternoon and evening courses are geared to the needs of people who are working at teaching assignments or other employment. Students often try to arrange to attend a four o'clock class and follow it with a seven o'clock class. It is not a good learning setting, but they need the units to get qualified for teaching or changing their field. If you are concerned with recruitment and improved teaching you can encourage your teachers to attend classes they need. You can make it easier for them to get away on time to attend. In-service education is a necessary part of the picture.

In order to hold teachers in the special field and make the field attractive for others, steps must be taken to give status and recognition. If they can be involved in grade level and other school-wide meetings of the faculty this can happen. They represent specialized training that can be valuable as a resource for other teachers. When the field of Special Education is given this recognition more teachers will begin to say, "I'd like to try working with those kids."

SPECIAL EDUCATION CREDENTIALING - AN EXERCISE IN FUTILITY

Calvin C. Nelson, Ph.D., Chairman
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Current credentialing practices are such as to create a variety of logical and practical problems. A significant problem is that one is forced, if he agrees with the practices now employed in credentialing special education personnel, into accepting contradictory conclusions. On the one hand, there is the assumption that exceptional children are sufficiently different from children who are not exceptional as to require special classrooms, special teaching techniques, special programs, and special teachers. On the other hand, certification procedure insists that special teacher education training be secondary to regular class teacher training. Implicit in this situation is the conclusion that special class operations are not significantly different from regular class operations, that the important aspect of being able to teach a special class is being able to teach a regular class, and that one really does not need much training to teach a special class. This contradiction leads one to wonder about the assumptions that underly the entire credentialing process in California.

Most of the regulations for teacher training are of the order of assumptions; few - if any - are substantiated except in the particular experiences of some people. Yet, we accept these assumptions as self-evident truths. A problem with self-evident truths is that they sometimes lead to contradictions such as that discussed above.

There are at least eight assumptions underlying credentialing practices which require consideration. Failure to substantiate or modify these assumptions will lead to several eventualities. These include continued inability to fill special education positions, continued utilization of sub-standard personnel, continued over-demand of time required to train special teachers, further mushrooming of special credentials leading to a *reductio ad absurdum* in the form of overfractionation of the field, and finally the possibility that our training programs are not producing the best teacher but only a teacher "who will do."

The following assumptions are tacit in the credential requirements as they now exist.

1. The regular class child and the special class child are more alike than they are different.

2. That regular class teacher training is effective in training special teachers.

3. That regular class teaching activities are not adversive to special class teaching performance.

4. That one or two years teaching experience with exceptional children, a standard credential, and a minimum of exposure to academic experiences relative to exceptional children is sufficient to teach exceptional children. (assumed in partial and provisional credentials)

5. That special class teacher preparation patterns should follow regular class teacher preparation patterns.

6. That student teaching in the usual sense is valuable in preparing teachers of the handicapped.

7. That academic majors are of value in working with certain types of exceptional children.

8. That secondary teacher preparation is of value in working with the adolescent retarded child - and even more significantly, that it is of any value in working with the elementary-age retarded child.

9. That the skills and knowledges enumerated in the various credential requirements are sufficient for and necessary for teaching the special child.

It is important that we develop the means to objectively evaluate the above assumptions - that we empirically study what constitutes a good special education teacher and from this study develop a meaningful set of specifications which describe the effective special teacher. Unless this is done, special education credentialing will continue to be an exercise in futility.

TRAINING PERSONNEL - CREDENTIAL REQUIREMENTS

Eileen Jackson
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During this week and through the news media, you have undoubtedly been made increasingly aware of the Rubella epidemic of 1964 - 1965 and the consequences regarding the incidence and the types of handicapping conditions caused by this epidemic. While there are no exact fugures available (in California it was not reportable during that time), projections have been made and studies conducted elsewhere. In the *San Francisco Chronicle*, only this week, there appeared an article about the San Francisco Hearing and Speech Clinic indicating a sudden increase in enrollment of preschool deaf children from a former enrollment of 15 to a present enrollment of 100 children. Probably other speech and hearing clinics could tell of similar gains in enrollment. We do know that many children with single handicaps and multiple handicaps, due to this epidemic, will present California with a demand for educational facilities probably next fall when the children affected by that epidemic will be 3 years old and eligible for preschool services.

While rubella is mild, often going its course completely unnoticed in the mother, it can cause irreparable cell damage to the embryo if the disease is contracted during the first trimester of pregnancy. Although opinions vary somewhat regarding the percentage of children malformed as a result of rubella, there seems to be agreement that the earlier in the pregnancy that rubella occurs, the greater the likelihood of malformation and the more extensive the damage. Dr. Crowley at the U.C. hospital recently lecturing to students at San Francisco State, stated that 80% of rubella pregnancies resulted in malformations when rubella occurred during the first month of pregnancy. By the third month the rate of affected babies was 10%. After the third month the percentage of malformations dropped practically to zero. It was only in 1961 that the rubella virus was isolated and, hopefully, a vaccine is being developed that is projected to be available by 1969. The rubella syndrome presents a formidable array of handicaps, the results of the 1964-65 epidemic adding even more malformations than had previously been associated with rebella. The syndrome includes hearing and visual impairment, microcephaly, cardiac anomalies, enlarged spleen and liver, purpura (which is purple splotching on the skin due to the deficiency of platelets in the blood), mental retardation and even unusual palmar creases and fingerprints. These conditions may occur singly or in multiples up to and including the entire gamut. The permutations of the handicapping conditions just mentioned - deaf, visually handicapped, mentally retarded, developmentally retarded - can yield approximately thirty multiple combinations; adding neurological impairment and emotional disturbance, there are a possible 120 multiple combinations. Obviously, in teacher education, in credentialing and in hiring teachers for future classes, 120 specialties is an awesome perspective, neither a desirable nor a practical solution to the problem of educating multiply handicapped children. At the International Congress in Oral Education of the Deaf in Massachusetts and New York last spring there were several panels on the multi-handicapped deaf. In one such panel, a speaker stood up, told about the deaf-mentally retarded and then made an impassioned plea for teachers for that particular specialty. He was followed by someone speaking for the deaf-emotionally disturbed and then another spoke for the deaf-blind. It seems to this observer that further categorization is not the answer to the increased demand for teachers. Nor is it reasonable that we expect a teacher to add credential upon credential. Does one get a teacher for the deaf-blind by securing the teacher of the visually handicapped, then adding the credential to teach the deaf and hard of hearing, then adding whatever other credentials are required to meet the needs of deaf-blind children who have yet other handicaps? Does the college with an extensive special education department, such as we do, begin an entirely new program for educating teachers to teach the deaf-blind? Well, we did but we hope it has possibilities for expanding to include a much wider group of multi-handicapped children. It's time for us to look at what's necessary for all multi-handicapped children to supply basic knowledge and skills, and this is what we're attempting to do this year in our first and experimental year of preparing teachers for these rubella children who are deaf-blind. Programs have also begun at Peabody College in Nashville, Tennessee and at Michigan State, to add to the one that's been known for many years is the Perkins School for the Blind in cooperation with Boston College, which was the only institution preparing teachers for deaf-blind in the United States and in fact, in the entire world.

We've started a preschool for deaf-blind babies and we have four 2 1/2 year old to 3, actually there's only four months difference in the entire span. Mr. Hatlin, representing the visually handicapped, and I, representing the deaf and hard of hearing, are the two faculty members most closely associated with this new program. It meets three days a week; the mothers bring the four children and stay the entire time. St. Luke's Episcopal church in San Francisco has generously given us space for this project. The emphasis on our program is on auditory, visual, and tactile stimulation and on language development, but already the immediate goals have been redefined for this population in terms of motor development. Only one of these children, age 2 1/2, is walking. One is not even crawling.

The ability to work effectively with parents is still another skill we wish to develop in our students. So far the most exciting changes that have taken place (today is our ninth meeting day, by the way, so you can see how new our program is) are the changes that were noted in one young mother. You could tell she was apprehensive about the whole thing. At first she sat very quietly on the sidelines with her baby sleeping across her lap. Three meetings later, however, she was down on the floor with her child and the teacher, working with her almost-unresponsive baby. By the fourth meeting this parent was offering suggestions of ways to attempt to get this child up on her feet and taking a few steps, and it worked. No program, such as ours, that lasts only six hours a week can accomplish what a mother can if she works with her child at home during part of the 142 remaining hours each week. But the mothers need guidance, help and encouragement from teachers. The John Tracy Clinic has been emphasizing the necessity of parent involvement for years. Needless to add, this is still recognized as one required of all teachers in special education. And I might add, a newspaper clipping was sent to me by Miss Joan Sweeney just this week out of the *Los Angeles Times* announcing that Tracy Clinic and the Perkins School have joined together to put out a parent correspondence course, similar to the one that the Tracy Clinic now puts out for the deaf. I understand the work is actually being done by Miss Nan Robbins at the Perkins School. If you have parents in your districts who have some of these preschool deaf-blind children and no facilities available perhaps if they would write to Miss Robbins they could get some help through a correspondence course.

Even before our program began, we had discarded the traditional approach to teaching deaf-blind children, not because we were in a position to disapprove of or doubt the effectiveness of these methods, but because the children we were seeing just didn't seem to be ready to fit this approach yet. An emphasis on child development and diagnostic teaching seemed to provide the common ground for meeting the needs; Gesell, Piaget, Hauesserman and social development scales became our text. Faculty from nursery school education, counseling, education of the emotionally disturbed, educationally handicapped and mental retardation are acting as consultants when the problems arise that they can help us with. Incidentally, these people come in and talk to our students, but before they do, they come down and visit the preschool facility, take a look at the children that are involved, the parents who are working with the children and what our students are trying to do there and then come and give us suggestions about what we could be doing with these children.

Hopefully, we'll learn how to evaluate the development of children who are multiply handicapped. We also want to learn how to analyze tasks in order to apply prescriptive teaching processes. It's easy to talk about diagnostic teaching and prescriptive teaching but I'm finding it a lot more difficult to pin down and try to do it or try to teach students how to do it. Those of you who have been in mental retardation or educationally handicapped for a long time can certainly give us some ideas about how to do this task-oriented teaching. We have the curriculum that was put out a few years ago at Teacher's College, a task-oriented curriculum, but so far we haven't found a single item there that goes low enough to meet the needs of these particular children we're seeing.

Evaluation is difficult. The children we are working with are quite resistant to auditory stimulation. Are they deaf? I don't know. I really don't. I've worked with deaf children for years, and I can't tell about these children whether they are deaf, hard of hearing, normal hearing or what. We are finding that whatever response we have been getting is mostly negative; they push away things that make noises and cry when they hear certain sounds that they don't like, so at least this gives us some indication that perhaps there is some usable hearing there that we can be working with. By using all the equipment that we can possibly get our hands on, we are taping these children's voices when they're crying or when they're playing vocally (none of them are speaking, of course) in the hopes of enticing them to listen to their own voices. We figure that this would be the greatest enticement of all, not some rattle or noisemaker that you might use around them.

Most of the children react to visual stimulation. Are they blind? Again, it's very difficult to tell the degree of visual impairment. All of them react to light; some react to color, and one little girl who doesn't seem to do much else can locate a flashlight by sight if it's within three or four feet of her and go straight for it, brushing everything else out of the way. Then she turns the flashlight on, sticks it straight up to her eye and is very happy, content to look right into the direct light. She does the same with the tensor lamp, so we had to take that away.

Mental retardation - again, who can tell? If one's world is a crib, a playpen or even just a room, if one's sensory intake is limited, can intelligence develop at a normal rate? We do not expect all the deaf-blind children that we are seeing to eventually become Helen Kellers, nor do we want to decide too soon that there's little or nothing to work with. If we decide first of all that the child can't learn, and then don't do anything about trying to help him learn, our prophecy will certainly be fulfilled. Dr. Calvert calls this the self-fulfilling hypothesis.

The combination of visual and auditory impairment limits greatly the intake of information from the environment and presents a unique problem to the acquisition of language and communication. Obviously there is a unique subject matter that must be included along with child development and task analysis in the college curriculum. The studies of sensory deprivation conducted by Solomon at McGill University several years ago demonstrated that subjects who are cut off from sensory stimulation by confinement in dark, soundless rooms while they were lying confined, by straps around them so they couldn't move easily either, soon turned to hallucination as a form of self-stimulation. It seems essential then, that children who are already limited sensorily should be made aware of their environment and kept in touch with it as much as possible, and therefore, I think preschool programs are a primary consideration if these children are ever to reach their potentials, whatever their potentials may be.

Our students need to learn not only about diagnostic teaching but how to evaluate the learning. Here we hope to videotape the children periodically, so that we will be able to evaluate progress over a longer period of time than is possible by just observing day-to-day, week-to-week progress. We're not ashamed as college professors that we don't know the answers; we're trying to learn along with our students and with the parents. We learn from the visitors who come to visit us, we've had visitors every single day since our preschool began. We welcome ideas and suggestions from our visitors.

Another problem in addition to course content was already mentioned by Dr. Lerner - the recruitment of prospective teachers and what we're actually looking for in prospective teachers. We're particularly delighted this year in having five students who we feel would meet any list of criteria that any of you would draw up. They're attractive, bright, stable and extremely hard-working young women with exceptionally fine backgrounds in special education. I would emphasize hard-working. They work down at the church six hours a week for two hours credit and are still willing to go out in the afternoons in every place they can to learn a little bit more from other programs who are working with deaf-blind children and that's what I call real dedication.

Another major consideration but one that isn't heard quite so frequently is that of teacher retention, a problem brought to our attention when we visited Perkins School for the Blind last year. Seldom do teachers stay in this field more than just a few years. Certainly teachers have to learn to deal with their own feelings of discouragement when progress is so slow that it's almost indiscernable. Teachers expend a great deal of effort and energy, as do their little pupils, and it's disheartening to get so little feedback. (This hasn't been a problem as yet with us; we practically float out of the church every week because something happens just about every day that makes us feel good that we were there to see it.) Perhaps sensitivity training for student teachers should be a requirement at the college for all people who are going to be dealing with children who have multiple problems such as these do.

Finally, whatever becomes our college course content, and we're quite willing to change it if we see that we're on the wrong track, and whatever becomes the credential sequence, it should be flexible enough to take into consideration the backgrounds of the students who come into this field and the needs of children as populations change. With the proposed rubella vaccine due to come out in 1969, hopefully, this population will wane, but undoubtedly there still will be multiply handicapped children, perhaps with different needs than the rubella children have. Let's keep the programs and the credentials flexible enough to meet these changes.

THE CALIFORNIA CREDENTIAL STRUCTURE AS IT APPLIES TO THE CERTIFICATION OF TEACHERS OF SPECIAL EDUCATION

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What Is a Credential?

The California Education Code defines "to certificate" as the act of *licensing* individuals for employment in educational positions.

This Code provides for a *State Board of Education* and gives it the authority to assign to a *Committee of Credentials* such administrative duties relating to the granting, issuance, suspension and revocation of credentials and life diplomas as the Board may deem necessary.

The *Certification Office* is not mentioned in the Code, but it is here that the actual physical administration of laws relating to the granting of *licenses* (credentials) for service in special education (and all other educational positions) is carried out under the watchful eyes of the Committee of Credentials and the State Board of Education. The fact that, at the present time, the services of 51 professional people and 79 clerical people are required to perform the duties connected with the certification of educational personnel in California indicates that (not only are such documents issued in considerable numbers) but, also, that the regulations governing their issuance are not the simple, easily understood rules that some may assume.

The California Credential Structure

Our concern is with the certification of teachers of special education. The requirements for such certification, however, are so integrated with regulations governing the entire credential pattern that it is necessary to describe the structure as a whole - if the part relating to certification in special education is to be understood.

What do we mean by the California Credential Structure? How, when, and by whom was it established?

The *how* and *by whom* are easily established. Our credential structure is based upon laws passed by the California Legislature and approved by the Governor - upon which they become a part of the California Education Code. Such Legislative action provides, not only the *skeleton* or *structure* upon which all credential regulations are founded, but also the authority upon which the State Board of Education acts to augment this framework and establish specific requirements for each credential. Such adoptions of regulations by the State Board are contained in the California Administrative Code, Title 5.

The *when* is important in any discussion of credential requirements. Regulations have been established and deleted at different sessions of the Legislature throughout the entire period of time during which such documents have been required for service in the public schools of California.

The most sweeping change in credential requirements was brought about by passage of the FISHER BILL and the subsequent incorporation of its provisions into the Education Code as the *Licensing of Certificated Personnel Law of 1961*. When this Law became operative on January 1, 1964, the slate was wiped clean of previous regulations under which it had been possible to issue some 50 or 60 different kinds of credentials and the *New Structure of Five Standard Credentials* became the law of the Certification World.

These *five* types of credentials are:

- A standard teaching credential
- A standard designated subjects teaching credential
- A standard designated services credential
- A standard supervision credential
- A standard administration credential.

IT IS TO BE NOTED THAT NO SEPARATE TYPE OF STANDARD CREDENTIAL WAS PROVIDED FOR SERVICE IN SPECIAL EDUCATION.

Other sections of the Education Code which were *not* deleted, however, made it mandatory that those who serve in areas of special education *must* have credentials specifically designed for this service. The manner in which authorization for such service is provided within the framework of the *Standard Credential Structure* (outlined above) will be explained as we proceed to describe the certification requirements for teachers of exceptional children.

In addition to the five *Standard* credentials provided by the *Licensing of Certificated Personnel Law of 1961*, other types of certification of particular interest to teachers and administrators of special education have been established at more recent sessions of the California Legislature. These new types of credentials are the *Restricted Credentials*, so-called because the service they authorize is limited (or restricted) to areas of special education only.

Restricted Credentials are of two general types:

(1) The *Standard* Restricted Credentials authorized by Section 13197.55 of the Education Code (1965, Edition) which reads: "The State Board of Education may issue a standard teaching credential with a specialization in elementary teaching, secondary teaching, or junior college teaching to any person who holds a regular general elementary, secondary, or junior college teaching credential and who has completed the specialized preparation (program set up by the State Board). This credential shall authorize service at any educational level in the public schools, but only - as a teacher of exceptional children in the area of specialized preparation completed by the applicant."

(2) A *series of Six Restricted Credentials* authorized by the passage of Assembly Bill 87 and its companion Senate Bill 237 at the 1967 session of the Legislature. These Bills amended Section 13151 and added Section 13152 to the Education Code, thus giving the state Board of Education authority to adopt specific requirements for the following *Restricted Credentials*:

The Credential Restricted to Service as a Teacher of the Deaf and Severely Hard of Hearing

The Credential Restricted to Service as a Teacher of Educable Mentally Retarded

The Credential Restricted to Service as a Teacher of Trainable Mentally Retarded

The Credential Restricted to Service as a Teacher of Orthopedically Handicapped, Including Cerebral Palsied

The Credential Restricted to Service as a Teacher of the Visually Handicapped

The Credential Restricted to Service as a Speech and Hearing Specialist

A detailed listing of specific requirements and combinations of courses which make up the programs to be completed in order to secure a credential in any one or all of the areas of special education is too tedious and time-consuming for this article. What *is* proposed - in an effort to be helpful to teachers and administrators - is:

(1) To describe the general procedure by which certain provisions of the Education Code combine with adoptions of the State Board of Education as set forth in Title 5 of the California Administration Code, to authorize service in classes of exceptional children.

(2) To point out certain *guidelines* which must be known and followed by the applicant who wishes to secure the type of credential needed for a particular position in special education - in the quickest way and with the least amount of strain on his nerves and pocketbook.

(3) To suggest practical ways by which the Director or Administrator of Special Education may be of service to the applicant, the Certification Office, and his district in the matter of certification of personnel.

We will consider (in more detail) the first of the two broad types of certification now available to those who serve in positions requiring special preparation, namely:

(1) *The Standard Teaching Credentials* which became operative January 1, 1964, under the provisions of the *Licensing of Certificated Personnel Law of 1961* (Fisher Bill) and as augmented by the Rodda Bill in 1965.*

To present a clear picture of the required preparation it is necessary to describe regulations as set forth in both the *Education Code* and the *California Administrative Code*.

The *Education Code* provides for the following:

A. A "bare-bones" framework (or outline) of minimum requirements for a *standard teaching credential* at each of the three levels of specialization: (1) elementary, (2) secondary, and (3) junior college.

B. It sets forth in detail the services authorized at each level of specialization - including the statement that the holder is authorized to "teach, in kindergarten or in grades 1 to 14 inclusive, any courses in which he has completed *specialized preparation*."

C. A validity date as the life of the holder unless sooner suspended or revoked.

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*The Rodda Bill of 1965 specified that majors and minors must be in subjects commonly taught in the public schools at the level of the credential sought and added the diversified major to the pattern for special education programs.

D. Such additional requirements as may be prescribed by the State Board of Education - including, among other specific suggestions for additional requirements, the authority to include provision for specialized preparation.

The *State Board of Education* acting on this authority added "meat" to the "bare bones framework" by adoptions which are contained in the *Administrative Code, Title 5,* and include specific requirements for each level of specialization.

Title 5 Requirements for the Standard Elementary Credential

A. *General requirement*: A bachelor's degree and a fifth year of postgraduate course work. Forty-five (45) semester hours of course work in five of the following six areas: humanities (including the English and composition competency requirement); social sciences; natural sciences; mathematics;fine arts; and foreign languages.

B. *Professional preparation*: Eight (8) semester hours in student teaching or appropriate teaching experience - one-half of which shall be at elementary level. Twelve (12) semester hours of course work to include: philosophical and psychological foundations of education; curriculum and instructional procedures used in teaching in elementary schools.

C. *Requirements in*: The United States Constitution and the theory of the real number system.

D. *The Major* (professional education excluded by law): Twenty-four (24) semester hours of upper division course work in an *academic* single subject or interdepartmental area make up the major when authorization to serve in classes of exceptional children is desired in addition to serving in regular classrooms.

The Diversified Major of 88 semester hours(provided by the Rodda Bill) may be used instead of the 24 semester hours of upper division work in a single academic subject or departmental area.

E. *In Lieu of a Minor - The Program in Specialized Preparation*: Specific requirements for an organized program in each of the five areas for which the Education Code presently makes the holding of such certification mandatory are described in Title 5, Group 5, Sections 6260 through 6265 inclusive, of the California Administrative Code.

Each of the following constitutes a program to be used in lieu of the minor:

> *The Deaf and Severely Hard of Hearing*: a minimum of 30 semester hours of course work and an additional 4 semester hours of student teaching (or appropriate experience) in classes of deaf and severely hard-of-hearing children.
> *The Mentally Retarded*: 22 semester hours of course work and an additional 4 semester hours in student teaching or equivalent classroom experience with mentally retarded minors.
> *Orthopedically Handicapped*: 22 semester hours of especially designed course work to train teachers of the *Orthopedically Handicapped, Including the Cerebral Palsied* plus 4 semester hours of student teaching or one year of experience in classrooms of such minors.
> *Speech and Hearing Handicapped*: 37 semester hours of specialized preparation plus 225 clock hours of clinical practice and student teaching constitutes the program for speech and hearing specialists.
> *Visually Handicapped*: 22 semester hours of specialized preparation and an additional 4 semester hours in student teaching or one year of classroom experience with those minors are required to complete a program in this area.

The above constitutes a very brief description of the overall pattern for a standard life credential at the elementary level in which the rulings of the California Legislature (as shown in the Education Code) and the adoptions of the California State Board of Education (as shown in Title 5) combine to make up the requirements for a credential that cannot be called a *credential in special education* but is a credential which *authorizes service* in an area of *specialized preparation*.

Other sections of the Education Code combine with certain sections of Title 5 to outline the requirements for those who wish to teach regular classes at the secondary and junior college levels.

The programs in the five years of specialized preparation for which teachers of exceptional children must be certificated, remain the same regardless of the level (elementary, secondary, or junior college) of the overall pattern chosen by the applicant.

(2) *The Standard Restricted Credentials* include the following:

A. The standard restricted credential at the elementary level may be secured to authorize service at any level in the specialized area in which the program described above has been completed IF the applicant holds a general elementary credential.

B. A standard restricted credential at the secondary level may be granted to the applicant who has completed the specialized preparation in any one area of special education IF he holds a valid general secondary credential. The authorization for service in the area of special education (to teach the mentally retarded, for example) extends to all levels - kindergarten to junior college - inclusive.

C. A standard restricted junior college credential may be granted to the applicant who holds one of the "A" type junior college credentials when he has completed a program in one of the areas of special education. He will be authorized to teach in his area of special education at all grade levels.

The *standard* restricted credentials are granted for life when all requirements for one area of specialized preparation are completed. A standard restricted credential can be granted ONLY for the level in which a general credential is held. The applicant who holds the general elementary credential must apply for the standard restricted *elementary* credential, etc.

(3) *The Series of Restricted Credentials* authorized by Assembly Bill 87 differ from the Standard Teaching Credentials and the Standard Restricted Credentials.

1. They do not require a major or a minor.
2. They do not require a basic credential.
3. They do not authorize teaching in regular classes.
4. They may be issued for 10-year periods and renewed for the same.
5. With the exception of the credential restricted to service as a teacher of *trainable* mentally retarded minors, each credential requires a year of postgraduate study beyond the bachelor's degree.
6. With the exception of the credentials restricted respectively to service as a speech and hearing specialist and teacher of severely mentally retarded, each credential requires 30 semester hours of specialized preparation divided into the following sections:
    a. A Core Area which consists of the same course content for each of the four credentials concerned;
    b. The main body of the credential where concentration is in the kind of course work needed by a teacher of exceptional children in the particular area of the credential (Deaf and Severely Hard of Hearing, for example); and
    c. Provision for elective work as needed to total 30 semester hours in either the area of the credential or some other area of exceptional children - including educably handicapped minors.

7. The restricted credential authorizing service as a speech and hearing specialist may be obtained under two different plans until January 1, 1970 after which date only Plan Number Two will be in effect.

   Those who apply before January 1, 1970 (either for the cleared credential or on a postponement of requirements) may work under Plan Number One if they wish. To complete Plan Number One, the applicant verifies 37 semester hours of specialized preparation as outlined for the specialized preparation in that area for standard credentials, [6264(a)] plus 225 clock hours of clinical practice and student teaching PLUS a fifth year of postgraduate study.

   Specific requirements for both Plans are outlined in leaflets to be obtained from the Certification Office.

It is not to be expected that an applicant presently residing in New York or for that matter, the average applicant living in California, will have copies of the Education Code and the California Administrative Code, Title 5, immediately available. Therefore, the Certification Office Staff has spent a great deal of time and effort in preparing descriptive leaflets on which all requirements for each type of credential are present in (we hope) understandable form. These are available upon request from the Certification Office, State Department of Education, 721 Capitol Mall, Sacramento, California 95814.

Guidelines for Applicants

What kind of service can be expected from the Certification Office?

General Information: Anyone may call or write to the Certification Office or come in personally and secure leaflets and answers to general questions concerning credential regulations and the technicalities of making application.
A personal letter giving some idea of the kind of service the applicant wishes to perform will secure leaflets, application information, and the necessary forms for securing evaluation service.

Evaluation Service: For an official analysis of the applicant's preparation and experience, the following must be submitted:
A $15 fee; official transcripts of all work above the high school level; an application form completed to show precisely the kind of credential and service desired; letters from school officials verifying experience(if needed); and statements clarifying the content of courses such as Seminar No. 000, or Special Readings, etc., which may be of value toward securing a credential when their true contents are known.

The applicant may question the results of an evaluation on the basis of work *which was completed at the time the analysis was made*. If an evaluation is made when work needed for the credential is in progress, a new application must be submitted when the work has been completed.

Issuance of Credentials

Direct Application: The applicant who makes a formal application "on his own" may expect a regular credential if he has met ALL requirements. Otherwise, he will secure an evaluation letter outlining any deficiencies and verifying whether or not he has completed the minimum requirements for a credential that may be granted to applicants *who have employment.*

College or University Recommendation: Applicants who have completed all credential requirements at a California college or university whose program has been accreditated by the State Board of Education should apply through the proper authorities at the college or university.

Credentials granted on the basis of less-than-all-requirements are of two general types, namely:

(1) those that may be obtained upon the statement of authorities in a district, county office, or state agency that the applicant will be employed if the credential is granted. They include:
Standard credentials granted on a *partial fulfillment of requirements,* and
Restricted credentials issued on a *postponement of requirements.*

(2) provisional credentials that are granted only upon the request of a county superintendent who certifies that no teacher with the required training for a better type credential is available.
Provisional credentials are NOT granted for service as a speech and hearing specialist.

Unless the applicant holds one of the old-type general elementary credentials granted on less than a bachelor's degree - all applicants for either a partial fulfillment - a postponement of requirements or a provisional credential authorizing service in special education must hold a bachelor's degree.

Other minimum requirements are outlined in Title 5 and on leaflets obtainable from the Certification Office.

Completing the Application Form

The application form is the "order sheet" from which the certification analyst determines the type of service and kind of credential pattern the applicant wishes to obtain. Credential regulations being the complicated matters they are - this is not easy for the applicant (particularly the out-of-state person) to determine. He is often confused by the multiplicity of leaflets and form letters which he receives. The following suggestions are offered - and if questions still arise - it is suggested that the application contact the Certification Office by personal letter or telephone describing the type of service he hopes to perform in order that we may offer suggestions as to how he may complete his application to secure the credential needed.

The *type* of credential(standard or restricted) named on the application form indicates whether the applicant wishes to teach regular classes *and* an area of special education(standard) or if he wishes his services limited to an area of special education (restricted).

If the standard type of credential is selected, he must indicate the *level* of the *regular* classes (elementary, secondary, or junior college) which he wishes to teach. Special education is not limited as to the level - kindergarten to junior college inclusive teaching is authorized in special education classes regardless of the teaching level chosen for regular classes.

Major: When a standard credential is selected, *an academic major must be named.* This does not mean that the major (or any part of it, in fact) has been *completed* at the time of evaluation. A standard credential, elementary level, may authorize service in a self-contained classroom and also service as a teacher of a class in special education when granted on a partial fulfillment of requirements without any work having been *completed* in a major.

The standard secondary may be granted on a partial fulfillment basis for service *limited* to a class of special education without any work having been completed in a major. IF service in a *regular class* at secondary level is also desired, a certain amount of work in the major must have been completed.

The major for the standard elementary credential may be in a single academic subject or it may be interdepartmental (humanities, social sciences, etc.). At the secondary level, the major must be in a single subject unless the transcript shows an interdepartmental major was completed for a degree.

When the applicant chooses to work toward a Restricted credential, *no major or minor* is required and the application should be marked accordingly.

Minor: The minor for standard credentials is the area of special education (mentally retarded, etc.) in which the applicant is completing work and wishes to serve. Just "special education" is not specific - the area must be indicated.

The applicant has not completed the fifth year - he must have employment to secure a credential, regardless of the amount of special preparation he has completed. The person who has a promise of employment or expects to secure such employment should seek the help of the personnel department of the district or county where he expects to be employed when applying. Items on the credential application form must indicate that he will be employed and is willing to complete the remaining requirements for a cleared credential.

If an applicant simply wishes to secure an evaluation service, he should indicate it clearly and save time. Our office personnel would not then ask for further statements regarding employment, etc.

Guidelines for Administrators and Personnel Directors

The officials of the employing district can be of service to the employee and the Certification Office by assisting the applicant to secure or maintain the proper credential for the position.

The employer must be able:

(1) to recognize the type of credential needed for a given situation,
(2) to determine whether the credential the applicant presently holds authorizes the service - or can be adjusted by transferrence from another district, or
(3) (if a new credential must be obtained)to be able to recognize whether or not the applicant has the minimum preparation needed for employment.

The many terms used to designate children who are exceptional are confusing. Credentials authorizing specialized service are *mandatory* for the following types of exceptionality:

(1) the *physically handicapped:* including deaf and severely hard of hearing; orthopedically handicapped including the cerebral palsied; speech and hearing handicapped; and the visually handicapped.
(2) the *mentally handicapped,* including trainable and educable types.

All other types of exceptional children, the gifted; educationally handicapped; and emotionally distrubed may (at the present time) be taught legally by a person who holds a credential authorizing general teaching service at the level of the class being taught. It will be necessary for requirements to be set up and adopted by the State Board of Education before credentials authorizing service in areas other than the five listed as mandatory, will be needed for such positions.

There are a number of different kinds of credentials now in circulation which were granted initially under regulations in effect before 1957, such as the Special Secondary for Teaching the Mentally Retarded and the Special Secondary to Teach Speech Correction, which, if kept valid by renewal or conversion to life diplomas, are perfectly legal documents for the services they authorize. The Credential to Teach Exceptional Children in the area or areas completed is also quite adequate if kept valid. Even some that have expired may be reactivated under certain circumstances as described in Section 13172 of the California Education Code.

The present requirements for Standard credentials became operative in 1964. Since that time, a goodly number of credentials of this type have been issued that authorize service in an area of special education. Such credentials may be transferred to other districts after the applicant has been released from the original district. There is no charge for the transfer service but the credential must be returned to the Certification Office with the new statement of need or employment signed by officials of the new district of employment.

The Restricted credentials became operative December 20, 1967. The applicant who has completed the required fifth year (for all areas except the trainable mentally retarded) and has completed the necessary requirements for an area of special education may apply for one of these restricted credentials if he wishes.

The applicant who holds a *standard* credential granted for life with a major in a non-academic subject - such as physical education - will be required to complete 24 semester hours in some academic subject before he can secure a life *standard* credential in special education - regardless of how much preparation in his specialization has been completed. Under new regulations, he can secure the *restricted* credential after completing the required work in special education and thus hold two regular credentials, since no major is required for the *restricted* type of credential.

The employer who has the misfortune to have a teacher resign after the beginning of the school year may apply for a provisional credential designed for replacement service for those who do not meet minimum requirements for any other type of credential, if the person holds an acceptable bachelor's degree.

When a regular teacher is absent because of illness, sabbatical leave, etc., but *is expected to return to the position,* she may be replaced temporarily by a teacher who holds a credential authorizing county-wide substitute service in special education in all areas *except Speech and Hearing for the Handicapped.* This credential for substitute service may be granted at the request of a county superintendent of schools to an applicant who possesses a bachelor's degree.

This article is only a brief outline. Much additional information regarding credentials for those who serve in special education classes is available by contacting the Certification Office. We are as near as your phone.

NEW DEVELOPMENTS AND TRENDS

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To all of our distinguished guests, the California administrators of special education, I bring you greetings from the University of Kansas (one of the schools that furnishes so many of your teachers). It is a very real pleasure to conclude your program with a look toward the future, and to share my thoughts regarding possible new directions in special education. Those who would accept such an assignment must note - California is a remarkable example of new developments and trends toward more inclusive services. Your programs are observed by many who seek to learn how innovative and imaginative ideas will fare in actual operation. We note particularly the emergence of your programs for the gifted, your recent enabling legislation for the educationally handicapped, and the mandating of school programs for the severely mentally retarded. Congratulations to those of you who assist this great state in attempting novel programs which allow more equal educational opportunities for exceptional children.

One new development or proposed trend relates to the speech handicapped child. Historically the speech correctionist (therapist, clinician, or as recently proposed; communicologist[1]) has been an itinerant, overloaded, persevering specialist who, forced by circumstances, has run about expending massive amounts of time on first and second grade children with articulatory problems. These groupings of children are seen one-half hour once or twice each week, and little time remains for intensive work with more severe or discrepant patterns of speech and language(those cases that in essence most dramatically support the need for such specialists). The speech clinician in the schools will find his role being re-defined. Case loads will continue to be reduced. This person will become recognized more broadly as a speech and language specialist or consultant. More programs of speech improvement will be initiated in regular primary classrooms. Such programs will be initiated and maintained by speech and language consultants. In many instances the speech improvement curriculum will be taught daily by the regular classroom teacher. Language development programs, planned, structured and systematically taught will become commonplace in kindergarten and through the first three grades. Such an emphasis on oral language development will become much more apparent in primary and intermediate classrooms for the educable mentally retarded. The school population of the mentally retarded will gain far more attention from public school clinicians who have in the past avoided, misunderstood, or defaulted their responsibility for this segment of the speech handicapped. Teachers and children will move toward and look to the speech and language consultant for advice, counsel, and time of the *one* who should be and must become, the most informed and trained person available.

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[1] *ASHA*, X, 1968.

What new developments appear to lie in store for the educable mentally retarded? These children have presented us with a great deal of data that suggests: a high incidence of articulatory problems, higher percentages of voice problems, poor fluency, significantly fewer words for things, less elaborative vocabulary, problems in latency of response, inability to follow sequences of verbal instructions, and language ages generally below the mental age. In other words, the language deficit or communication problem is an important characteristic of mental retardation and ranks as a vital aspect of adaptive behavior. When we, as school people, by referral, study, and placement, single out such low-verbal children and then assemble them into low-verbal groupings (special classes), we must heed the warnings of earlier studies of more severely retarded in institutional settings. Have we created educational environments that are less stimulating, that may, in fact, further depress the language abilities of low-verbal children? The trend again must be toward conscious efforts to develop oral language - this important goal cannot be left to incidental learning. The teachers of such special classes must compensate for such low-verbal environments by providing systematic and intensive language development programs.

Programs for the mentally retarded must be brought into closer articulation: primary with intermediate, intermediate with junior high, junior high with high school. Progress in this regard is evident through your recent special study institute on curriculum for mentally retarded minors. New guides, developed by cooperative planning, are excellent first steps, but they must be followed by implementation and continued review. This nation still resides in the aftermath of the intermediate class. The extension of programs downward to include primary has been slow, and the lack of special secondary programs has been a distinct deficit in the accumulated credits special educators have earned. California has furnished models for campus work, work study, and work experience programs for the mentally retarded. However, the work of Strickland, detailing the wide range of occupations retardates are trained for, and the relationship of specific training to actual work undertaken, will challenge innovative planners.

Secondary programs for the mentally retarded can be improved further; they can be extended. It is necessary; it is good business. Research will point more and more to the importance of production rate as a most important variable in the work success or failure of retarded adolescents. The retarded will succeed in the world of work - if they can do the job.

Let us turn our attention to the gifted. Again, I join the nation in complimenting California for its State Department of Education study of educational programs for the gifted (The Martinson study). This research looked at many ways of serving gifted and provided a firm basis for legislation and consequent school programs. California's allowance for the many diverse strategies necessary for optimal programming provides another model for further developments in other states. Your move to identify and serve many more gifted children is an admirable record. With less than 48,000 gifted children included in the entire nation's programs in 1958, we find California alone serving over 100,000 in 1967. This is a remarkable achievement - let us hope that other states and leadership personnel in special education will study your legislation, regulations, and reimbursements that have stimulated such progress. Your challenge is to add further quality to quantity, to provide model programs, for you will serve as guides toward better opportunities for gifted youth. The diverse provisions for gifted in your local districts, the remarkable escalation of programs, your research findings, leave you with an obligation to inform, publicize, and promote for the benefit of those gifted minors not now so fortunate.

Now - a brief look at the misbehaving child, the so-called hyperactive or disturbed, the behavioral problem. This child has been and remains a very real source of concern to our teachers. A strong possibility for further assistance now presents itself. Here I would leave the theme of traditional categories of exceptional and look at a methodology or point of view. It is called by many names - the operant, operant conditioning, contingency arrangements, behavioral modification, consequation, R-S, Skinnerian. These terms and ideas are met by you and me with mixed emotions. These range from obvious rejection to jubilant acceptance. There must be some position along this continuum that represents a more appropriate, defensible position for most of us. What will all this mean to those charged with the responsibility for training teachers and to you as administrators? First our vocabulary will change and be increased. There will be more discussion of contingencies and consequences. We'll find ourselves talking about things like high probability activities. We'll mention Premack more and more. We'll talk about deprivation, satiation, hierarchy of reinforcement, tokens, acceleration, deceleration and consequation. If we use the methodology well, we may even find educational names for psychologist's dreams. With this changed vocabulary, hopefully, will come a new understanding of more effective methods for educating and managing children. I see further attention to measurement; the teacher will learn to measure, to count, to quantify. She will measure, count and quantify specific behaviors that now exist; then she will note her effectiveness in decreasing this excess or in increasing a particular deficit. Her check on her techniques will become more immediate, more sensitive, more individualized and perhaps, more dramatic. Teachers will learn to measure day to day change more so than they are now doing. Teacher training will become somewhat less categorical. It will be felt by many that the principles of behavioral modification are these notions: First, behavior is modified by its consequences; behavior is established and maintained by consequences. Second, imitation is a powerful training method or technique for use with the retarded as well as speech-handicapped. Third, more can be done with stimulus control. Now the products of such training will reflect basic skills that have relevance for all children. There will be a difference in the specialist that comes to you trained this way, and it is possible that you will welcome the difference. The specialist trained this way can *succeed* with children. This will lessen the dilemma we face when the MR specialist says, "I can't work with Billie Joe, he's disturbed," or "I could work with disturbed kids, but not those brain-injured kids," or "I was trained to work with the crippled, and so many of these children are mentally retarded." Teacher training will become more method and technique oriented. Preciseness in the discussion of behavior will prevail.

The ideas of the modifiers, or behaviorists have done just this: they have put a very real responsibility squarely on the teachers' shoulders. We are moving away from attributing our failures to things within or attributes of the organism. We're leaving the era of the built-in excuses for the failure of the teacher. These are now ideas of the past - to ascribe to the child all causes of failure by saying, "He isn't motivated," "He is immature," "He's retarded, you know;" "He really wasn't educable," "He lacks readiness." We're leaving the era of the child that fails, and we're moving to the era of descriptions of environment, descriptions of program, the contingency arrangement, the consequences or awards, and in some instances, the punishment. There will be more discussion about programs that do not succeed. We're now talking about teachers who fail, but we in teacher education look back immediately at our college students and comment that student teachers who do not succeed "weren't motivated," "were immature," "lacked readiness," etc. Do you see the logic or the lack of it? My view is this - these ideas, principles or notions have great merit. There will be reaction, there will be resistance and consternation. There are those who will say "More research is needed in the public school settings with school children." We will need more attention to demonstrating how teachers with 8, 10, or 12 children can do a better job using these techniques." However, special education administrators cannot ignore the research that teachers have done in decelerating behaviors seldom discussed in professional iterature, i.e., naughty finger, talking out, out of seat, etc. The research with severely retarded controlling vomiting behavior, biting behavior, the training of children who have never fed themselves to feed themselves, the establishment of toilet training in wards where it was unknown - only hints at the problems that are now being minimized.

The development and further use of Instructional Materials is noteworthy; towns in Kansas like Smolen, Falun, Kipp, Bavaria, Salina, know where our instructional centers are. They use them; they see many things they couldn't examine otherwise and they're learning about new methodologies and materials that they've never heard of before.

More could be said about the cerebral palsied. It is possible to put these children through secondary programs for the orthopedically handicapped and, looking at Brieland's study, turn them out to a lifetime of neglect and oblivion. Shouldn't this population be involved in campus work, work experience programs, orientation into sheltered work situations? This is a trend many would like to see. Also California should be complimented on your leadership in dealing with the pregnant girl of high school age. In some states these children are still regarded as deserving of exclusion from further education. Here we only compound the problem by denying these girls further educational opportunities.

Well, who will not say that more can be done? Who would not say that we can do better? Who wants to stand up and say, "But on the average, our programs are good." Because when you say that you immediately fall victim to the pregnant-virgin syndrome. That is, if 9 virgins and one pregnant matron are averaged statistically, the matron is 90% virgin but the virgins are 10% pregnant. Perhaps the evaluation of programs "on the average" should be left to someone else. Each director of special education is responsible for more definitive evaluations of every program for each exceptional child.

Reluctantly and, necessarily, the conclusion of this visit must come. Now, in the mood of California as I know it, - zany and progressive, at times, staid and conservative, but always dedicated to the fact that *continuing education for all* must be a way of life, I leave you with these thoughts in the words of your own famous prophet, your own Criswell or Criswell Predicts. I say that you and I must be interested in the future for there we must reside all the rest of our years. I would add, as Criswell does, I predict that here in this state you, the administrators of special education, will express your belief in the worth and dignity of each child through inclusive programs for all exceptional children. And just as Criswell, I will predict that here and nowhere else will be seen the most complete expression of equal educational opportunities for all children. And just as Criswell, I will conclude that during November there will be a surge of soul-searching in Sacramento.

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